SEPTEMBER 1966

EMPLOYMENT SERVICE REVIEW

In this issue

Opening Job Doors for the Handicapped
Architectural Barriers · Amended VRA
MDTA Aids Retarded · Hidden Handicaps
Mentally Restored · Deaf-Mutes Placed

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contents

articles

OPENING MORE JOB DOORS FOR THE HANDICAPPED, Frank H. Cassell 1
ELIMINATING ARCHITECTURAL BARRIERS, Harold Russell 4
VOCATIONAL REHABILITATION ACT AMENDMENTS OF 1965, Mary E. Switzer, Department of HEW 7
PROGRESSIVE PROGRAM PRODUCES PLACEMENTS, Robert W. Ericson, Connecticut 9
NEW YORK PLACES DRUG ADDICTS, Anne H. Altman, New York 10
JOBS FOR THE VISUALLY HANDICAPPED, Robert P. James, Arizona 12
REHABILITATING THE HANDICAPPED FOR EMPLOYMENT, Henry B. Betts, Rehabilitation Institute of Chicago 13
HIDDEN HANDICAPS, Doris E. Woolley 15
SKILLS AND TALENTS? UNLIMITED! Douglas J. Pierson, Washington 17
THE MENTALLY RESTORED: AN UNFINISHED REVOLUTION, Ralph T. Collins, Eastman Kodak Co 19
NORTH DAKOTA RECOGNIZES OUTSTANDING HANDICAPPED CITIZENS, Thomas W. Pagel, North Dakota 23
HANDICAPPED AMERICAN OF THE YEAR 24
HIGH SCHOOL-WORK EXPERIENCE FOR THE MENTALLY RETARDED, Robert Arnold, Oregon 26
DEAF-MUTES CAN BE PLACED, Virginia Gartrell, Florida 30
MDTA PROJECT HELPS RETARDED TOWARD WORK, Walter S. Benzie, Maine 32
LABOR-MANAGEMENT COOPERATION IN EMPLOYMENT OF THE HANDICAPPED, James M. Bridgman, Burroughs Corp 36
REACH FOR TOMORROW—THROUGH VOCATIONAL GUIDANCE 38
ADOPTION PROGRAM—AID TO THE HANDICAPPED, Isadore Morantz, Massachusetts 40
EMPLOYER ACTION SEMINAR ON EMPLOYMENT OF THE HANDICAPPED, Paul T. Davidson, New Mexico 41
ANNUAL MEETING OF PRESIDENT'S COMMITTEE ON EMPLOYMENT OF THE HANDICAPPED, Thurza M. Young 42
EMPLOYMENT FOR THE MENTALLY RETARDED IN ENGLAND, Wallace W. Taylor and Isabelle W. Taylor, University Professors 44
EXPERIMENTAL AND DEMONSTRATION PROJECTS FOR EMPLOYING THE HANDICAPPED, Curtis C. Aller 47
SELF-EMPLOYMENT FOR THE HANDICAPPED, G. R. Peterson, 3M Co 49
WORKER ATTITUDES IN JOB SEEKING, Harold L. Sheppard, W. E. Upjohn Institute 51
REHABILITATION BY WAY OF COOPERATION, Hendrik D. Mugaas 58
MANPOWER ADVISORY COMMITTEES, Laura H. Dale 59

departments

ES NEWSLETTER 21
TRAINING ACTIVITIES 53
MANPOWER TRENDS 55
INDUSTRY MANPOWER 63
Machine Tool and Tool and Die Industries
YOUTH REPORT 66
FARM LABOR 68
LOCAL OFFICE ACTIVITIES 70
OCCUPATIONAL DEVELOPMENTS (Job Vacancies) 74
CHANGING COMMUNITIES 77

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BUREAU OF EMPLOYMENT SECURITY

U.S. EMPLOYMENT SERVICE

EMPLOYMENT SERVICE REVIEW

ELSIE SOLTAR DORMAN, Editor

A MONTHLY JOURNAL OF
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PROGRAMS AND OPERATIONS

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
FRANK H. CASSELL, DIRECTOR

Photo courtesy of National Society for Crippled Children and Adults

Opening More Job Doors for the Handicapped

DEPOSITED BY THE
UNITED STATES OF AMERICA

FRANK H. CASSELL
Director
U.S. Employment Service

Many forces are at work today to open more job doors for the physically and mentally handicapped. Our tight job market is causing many employers to relax rigid medical requirements, giving them an opportunity to learn that handicapped workers are an asset in their business. Undergirding this are the strides in medical science and rehabilitation techniques and services that continue to make more and more of the handicapped employable. We are learning that a person may be handicapped in relation to a job, but that careful matching removes the handicap. We know that the handicapped can be trained and that they are adaptable. Capping this is the array of manpower legislation that has led to interagency cooperation to provide comprehensive services to the disadvantaged unemployed and underemployed. It adds up to bringing greater numbers of the handicapped into the work force. Confirmation here is that fiscal 1966 job placements of the handicapped by the Employment Service at 301,100 were the highest since 1945.

The impact of labor shortages on job opportunities for the handicapped was demonstrated dramatically in World War II. Persons physically unable to bear arms were recruited by the Employment Service to fill a wide variety of war production jobs. Through selective placement and analysis of physical demands, these workers proved a highly valuable resource in the war effort. Handicapped placements in the public employment offices soared from 28,000 in 1940 to nearly 300,000 in 1945.

During the war and in the postwar period, the ongoing Employment Service program of selective placement services for the handicapped was stepped up. Efforts were made to improve counseling techniques and analyses of job demands and adaptations to help bring the handicapped into productive work.

This was bolstered by a growing public awareness—as well as tangible proof that physical disability need be no barrier to doing a job well, that ability to perform a specific job should be the determining factor.

Legislative Action

After V–J Day, as thousands of disabled veterans returned home, the Nation's realization of its deep indebtedness to them stimulated action to restore them to productive life. Meanwhile, great advances were being made in medical science and rehabilitation techniques that cast new light on the plight of the handicapped and their hopes for the future.

The result was the passage of the Vocational Rehabilitation Act of 1954. It included an amendment to the Wagner-Peyser Act to increase the number of counselors to provide selective placement of the handicapped. The Employment Service was given major responsibility for ". . . promotion and development of employment opportunities for handicapped persons and for job counseling and placement of such persons. . . ."

The Vocational Rehabilitation Act paved the way for the much broader manpower legislation of the 1960's which focuses on the development and use of human resources, on achieving full employment and ending poverty. The new legislation recognizes that the major problems lie in the pockets of poverty in urban and declining rural areas; in the existence of bias and prejudice; and in the unemployability of many persons because of lack of education and training in needed skills, physical and other handicaps, and a host of other factors that impede ability to compete in the job market.

In fact, more than 20 pieces of significant legislation have been passed by the Congress which directly, or indirectly, provide services for the aging, the disadvantaged, and the handicapped as part of our national effort to improve the destinies of all American workers. In all of this legislation, the Employment Service has deep responsibilities.

Much of the new legislation obligates the Employment Service, either by direction or implication, to select individuals for training and/or vocational education; to refer them for any medical, psychological, or other rehabilita-

tive services; and to provide testing, counseling, and placement in gainful employment.

The Handicapped Are Employable

We know from experience that regardless of handicaps, persons with developed skills for jobs that are open have little difficulty in getting work. Also, there are many handicapped persons holding highly responsible positions and who, because of their ability to rise above what to most nonhandicapped persons would seem insurmountable difficulties, are held in great esteem by their fellow workers.

But it is the unskilled handicapped person, who also may be a minority group member, who has an especially difficult problem. Not only does he lack a salable skill but, in applying for a job, he is likely to be automatically screened out because of his disability. Also, the employer may not understand the nature of an applicant's particular handicap or the adaptations that can be made to compensate for it.

But we do know that through rehabilitation and training, the disadvantaged handicapped can become productive members of the work force. For example, from the time training under the Manpower Development and Training Act started in September 1962 through the end of April this year, some 24,000 of the trainees were handicapped. After training, about 87 percent obtained jobs.

Furthermore, a joint survey by the Bureau of Labor Statistics and the Veterans Administration indicates that the handicapped workers compare favorably with the able bodied in production, efficiency, safety, and absenteeism. As far as turnover is concerned, their record is much better than that of the able bodied.

Increase in Handicapped Placements

Between 1965 and 1966, nonagricultural placements of handicapped workers by the public Employment Service increased from 278,200 to 301,100—up 8.2 percent. In the same period, initial counseling sessions with the handicapped rose from 155,700 to 167,000, up 7.1 percent.

In spite of the heavy workloads in local offices resulting from the responsibilities imposed by legislative measures, the number of staff members devoted to servicing handicapped workers remained the same. This shows that despite the decline in number of man-hours devoted to handicapped workers and service activities, placements still went up to 8.2 percent and initial counseling sessions, 7.1 percent.

Placements of disabled veterans were up over last year, due in part to the war in Vietnam and the newly handicapped servicemen now coming to the Employment Service for assistance. Veterans of other wars are now moving into the older worker category and, if also disabled, may be doubly in need of help with job problems.

Referrals to the Employment Service from State Divisions of Vocational Rehabilitation reached an alltime high, as did placements of these rehabilitated persons, even though expansion of vocational rehabilitative activity is increasing the numbers of the more severely handicapped among these applicants. For example, the percentage of persons with a history of mental illness among the clients of the Divisions of Vocational Rehabilitation has gone up considerably in recent years.

Of special interest here is that program emphasis today is on training all ES local office personnel in serving the handicapped, and on broadening the professional competence of selective placement staff by providing specialized technical training in services to the mentally restored.

Despite the achievements and the progress that has been made, there still is a long way to go to restore many more of the handicapped to gainful employment and the opportunity to lead productive lives. The 1966 MANPOWER REPORT OF THE PRESIDENT points out that to the "roster of the country's unused manpower resources must be added the unknown but probably sizable number of handicapped people not yet reached by rehabilitative services who could, with such assistance, become productive workers."

Comprehensive Services

In centering attention on making unskilled handicapped persons employable, preemployment training may involve more basic education, psychological help, medical attention, intensive counseling, and various types of therapy and rehabilitative services before they are even ready to start learning a skill.

Preparation for employment may also involve strengthening of motivation, building up self-confidence, instruction in expected conformity to the world of work, as well as greater knowledge and understanding of jobs and opportunities that exist in our highly developed economy.

This is something we cannot do alone. It involves close teamwork with other groups in the fields of medicine, physical and occupational therapy, psychology, education, rehabilitation services, and vocational training at the National, State, and local levels. In other words, it means a linkage of services and interagency cooperation and coordination to provide a truly comprehensive service.

When employability is achieved, it means working with employers in developing or creating or adapting jobs in keeping with a particular handicap. It means helping employers put aside preconceptions—or misconceptions—regarding the handicapped, and, as they train or hire them, accept each on his own merits and appreciate the sensitivities involved. At the same time, it means understanding the problems of the employer in adjusting his thinking regarding the inclusion of these people in his work force.

For this reason, it is essential that we recognize the harm and futility of referring unsuitable workers to employers. Not only does it build up a resistance on the part of the employer to interviewing other referrals, but it adds deeper feelings of rejection and despair on the part of the applicant. If we are to open job doors for the handicapped, we must be certain that we have something to sell and that we have prepared the way.

Fortunately, in our work with the handicapped, many of the barriers to their employment prompted by social stigma and public attitude are being removed. Much of this is due to the tireless efforts of the President's Committee on the Employment of the Handicapped, the Governors' and local committees working with the President's Committee, dedicated industrialists, labor unions, and public and private groups.

They have had a strong impact in spreading the message that, as individuals, the handicapped offer all the talents, abilities, and qualifications of the nonhandicapped and are capable of making valuable contributions in the work force.

The ES Role

It is obvious that in our role as a manpower services agency, the Employment Service is moving deeper and deeper into the sociological as well as economic aspects of matching men and jobs, and how to develop and use the Nation's human resources to the best advantage, both for the sake of the individual and the well-being of the economy. This is true in all our efforts to bring the hard-core unemployed, the disadvantaged poor, and all Americans who want to work into the mainstream of American life.

If we are to salvage those whose physical and mental handicaps impede employment and imbed them deeper in the throes of poverty and despair, it means we must give them greatly increased individual attention. It means providing highly personalized services and realistic counseling to help each person with his particular problem and a knowledge of the ways and means to do it.

We have much to learn about the development and use of human resources. There is need for massive education for all of us who guide, counsel, teach, train, and employ the hard-to-place, which includes the

(*Continued on page 29*)

Eliminating Architectural Barriers

HAROLD RUSSELL

Most of us are accustomed to thinking of military posts as oversized obstacle courses, where our physically fit youth are trained to become even more fit, and those who cannot make the grade are relegated to a secondary—and usually sedentary—role. It is most satisfying, therefore, to find amid this "survival of the fittest" philosophy a compassionate understanding of the needs of physically handicapped persons.

The Army, Navy, and Air Force each recognizes, in general policy statements, that increasing numbers of handicapped consultants, advisers, and sales representatives are being employed by industry, and that many handicapped civilian specialists are being employed by the Government. Therefore, continue the policy statements, "military structures will be designed to facilitate access for all persons with a legitimate reason for entry into or use of the facilities."

Such pronouncements heighten the recognition which the problem of architectural barriers has received in the past few years and deepen the thrust with which it has penetrated the public conscience.

There is still, of course, a very, very long way to go before physically handicapped persons find themselves in an environment completely adapted to their functional limitations. But the progress made over the past 5 years is not only encouraging—it is downright dramatic in its manner of shattering centuries of tradition.

From the days of Greek and Roman temples and Venetian palaces, we have become so accustomed to seeing steep flights of steps, monumental doorways, and other inaccessible features of design, that it comes almost as a shock to realize that such architectural barriers exist, as it were, by oversight.

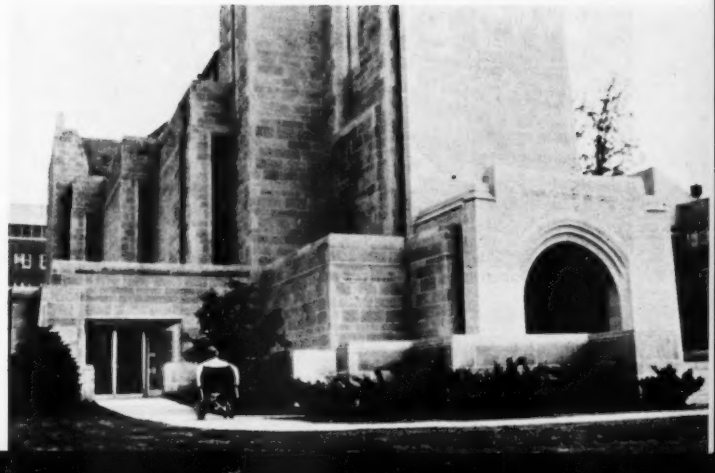
Only in the present generation has the problem come to the fore, as a result of the advances our society has made in physical medicine, vocational rehabilitation, and selective placement techniques for the handicapped. The work that has been done is paying off in a significant increase in the amount of human potential salvaged for active participation in the world of work.

It is not enough to count the successes of the medical profession, the rehabilitation counselors, or the employment specialists, without also seeking and gaining the cooperation of architects, designers, and engineers. It is they who must develop a design idiom which will permit the physically handicapped the freedom to function as active citizens.

It is not enough to break down the unfounded prejudice of employers and the general public, without at the same time breaking down the frustration of architectural barriers which block the normal pursuit of work and the achievement of near-normal living.

This is the conviction that led to the publication in 1961 of a set of design specifications for making buildings accessible to the handicapped. Today's project, financed by the Vocational Rehabilitation Administration, was sponsored in its research and development by the President's Committee on Employment of the Handicapped and the National Society for Crippled Children and

Harold Russell is Chairman, President's Committee on Employment of the Handicapped.



Adults, received the approval of the American Standards Association—an imprimatur which greatly facilitated its acceptance in professional circles.

Robert C. Goodwin, Administrator of the Bureau of Employment Security, served on the first ad hoc government group which went into this project and many years ago distributed building specifications to all local Employment Service offices and made them available to Canadian employment offices.

It is difficult to exaggerate the extent to which public agencies and volunteers across the country have taken up the cause of eliminating architectural barriers through the promotion of these specifications. Modern-day Joshuas, they are fighting the forces of thoughtlessness to cause many barriers to come tumbling down. These volunteers have seen State officials in 26 States (at last count) pass legislation or issue Executive Orders aimed at reducing or eliminating architectural barriers in buildings constructed with public funds. Nearly every State has an organized committee, usually spearheaded by the joint efforts of the Governor's Committees on Employment of the Handicapped and the State Easter Seal Societies.

One of the effective educational tools of these committees is the compilation of community guides for the handicapped. So far, about 65 of these directories have been published or are in preparation, listing the civic, recreational, cultural, and commercial buildings in the communities which are considered accessible to and usable by the severely handicapped.

The committees act as watchdogs to prevent barriers from taking shape. They contact building owners, contractors, and architects at the blueprint stage to voice their hope that proposed buildings will be completely functional to everyone. They realize that it is more imperative to concentrate on new construction than to plead for remodeling existing buildings.

According to a projection of the American Institute of Architects, in the next 40 years as much construction will take place in the United States as has occurred since the arrival of Columbus. Coupled with this is another prediction that by the year 1980, for every able-bodied person in this country, there will be one person with either a physical disability or a chronic illness, or over 65 years of age.[1]

On the national scene, the Federal Government has acted as an important catalyst in making public buildings accessible. Its most current effort to make an impression on this problem is the establishment by legislation of the National Commission on Architectural Barriers to the Rehabilitation of the Handicapped. President Johnson's announcement of the appointment last May of this 15-member group chaired by Leon Chatelain stressed the key and timely formation of this Commission. It will study the problem, evaluate what has been and is being done to remove barriers in old buildings and prevent their being incorporated into new structures. It is charged with a responsibility to develop plans for cooperative activities, and to make specific recommendations by January 1968 to the President and the Congress on what more needs to be done to achieve barrier-free buildings that crippled children, handicapped, and old people can get into and use.

Commission members represent all geographic sections of the country and major voluntary efforts in this field. To work with the Commission, the Vocational Rehabilitation Administration has set up a special Federal Government Liaison Group, with members from each major department and construction program of the Federal Government. The Labor Department and the President's Committee on Employment of the Handicapped are members.

The General Services Administration, which has repair responsibility for over 4,800 Federal buildings scattered around the country, has adopted design criteria for the needs of the handicapped in all new buildings. It is GSA's practice to provide, to the extent practicable and within funding limitations, facilities necessary for handicapped persons to visit and work in these buildings.

The Post Office Department's responsibility for design is limited to those buildings which are constructed especially for postal use, financed by private interests, and leased to the Department. The standard design procedure includes the location of public entrances at grade level, automatic public entrance doors in large buildings, and elevators which can accommodate wheelchairs in multistory buildings.

Other departments of the Federal Government which have jurisdiction over constructing, remodeling, or leasing buildings have also adopted the specifications mentioned above. The engineering manual of the Department of Agriculture's Forest Service, for instance, states that "where physically handicapped persons, including wheelchair occupants, may be expected to be employed in offices owned by or under the administrative control of the Forest Service, provision for access and facilities for their use shall be provided or designed so that they can be readily modified. . . ."

Last year the National Park Service, which has jurisdiction over more than 200 national parks and monuments, instructed its regional directors in a memorandum to ". . . adopt at once an architectural code that will, in the future, make all public-use type buildings erected in the parks usable by the handicapped. In those instances where it is feasible to make modifications or additions to present visitor centers and other public-use buildings that will render them usable to the handicapped, it should be considered and programed." Earlier in the memorandum, it is stated that ". . . many individual builders have become aware of the needs of the handicapped in building construction, and have adopted an architectural code to meet their requirements. The National Park Service can do no less, and it must take steps immediately to correct its oversight in this matter in the past."

More and more, the public is becoming convinced that the severely handicapped—including those in wheelchairs—are not so much shut in as they are shut out. Turning wheels will not rest in back bedrooms.

(*Continued on page 73*)

[1] Statistics from the National Health Survey, U.S. Public Health Service.

Vocational Rehabilitation Act . . .

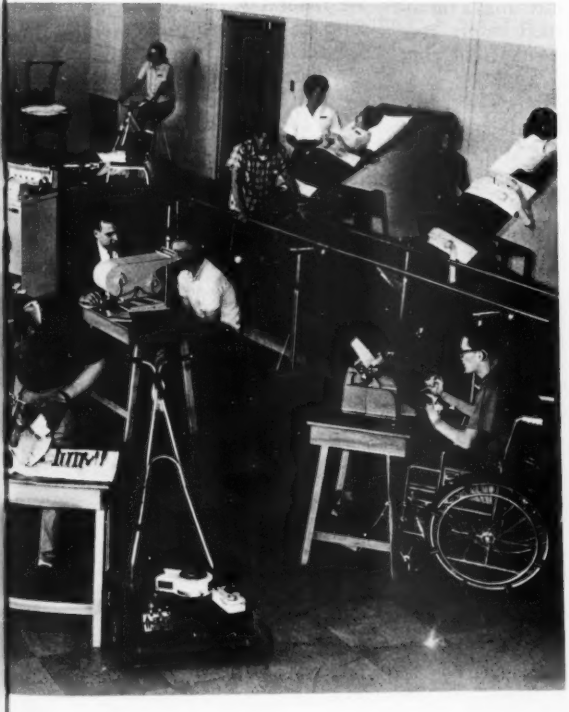
Amendments of 1965

MARY E. SWITZER

In his Health Message to Congress in January 1965, under the heading "A New Life for the Disabled," President Johnson announced his intention to recommend a major stepup of our public program for vocational rehabilitation for the disabled.

With the signing of the Vocational Rehabilitation Act Amendments of 1965 (P.L. 89–333), the total public program takes the first major step since 1954 toward making the benefits of vocational rehabilitation services

The Johnstown Rehabilitation Center is a busy place.



Mary E. Switzer is Commissioner of Vocational Rehabilitation, Department of Health, Education, and Welfare.

A vocational rehabilitation counselor gives remedial instruction to a victim of stuttering at the University of Iowa Speech Clinic.

available to all the disabled who need and can use them. These amendments, authorizing new and expanded vocational rehabilitation programs which run the gamut of the field, signify a national commitment to vocational rehabilitation of the disabled. They build upon the legislative base provided in the previous significant overhaul of the law in 1954.

The 1965 amendments are, in a way, an expression of the vitality of vocational rehabilitation and its receptiveness to growth and experiment. The package of new provisions is designed to:

- Set the total public vocational rehabilitation program on a far larger scale of operations for the coming decade.
- Strengthen the program's ability to attack and deal successfully with the problems of rehabilitating the disabled whose difficulties are severe and whose prospects of rehabilitation appear to be dim.
- Support the construction of more rehabilitation facilities, centers, and workshops and strengthen facilities now in operation.

The following are capsule summaries of some of the key new provisions:

Planning and Delivering Services to the Disabled

—New authority to bring additional Federal, State, and local public and voluntary funds into the public and voluntary programs of services for the disabled.

—Increased Federal matching of State expenditures for basic vocational rehabilitation services at a flat rate of 75 percent for all States, the District of Columbia, Puerto Rico, Guam, and the Virgin Islands.

—Higher authorizations or dollar limits, specified for 3 years, for all programs, set with substantial growth as the objective.

—Initial provision of vocational rehabilitation services to disabled persons for limited periods—6 months, and up to 18 months in case of the mentally retarded—to determine whether they reasonably can be expected to become able to engage in gainful employment.

—Support for special projects to expand the numbers of disabled persons who are vocationally rehabilitated.

—Support for special State agency projects to develop innovative efforts to meet the needs of severely disabled people.

—Elimination of the Federal requirement that an individual's financial need be determined before certain services are provided, leaving States the option of applying economic tests as they wish.

—Support for statewide planning for rehabilitation, aimed at the orderly development of comprehensive public and private rehabilitation, with the overall objective of arriving at a statewide plan by which all disabled persons who need rehabilitation services can receive them by 1975.

Building New Rehabilitation Facilities and Workshops and Strengthening Existing Facilities

—Support for new construction, alteration, and initial staffing of public and private rehabilitation facilities, including comprehensive and specialized rehabilitation centers, sheltered workshops to serve all or special disability groups, speech and hearing clinics, occupational training centers for the retarded, heart evaluation units, and halfway houses.

—Support for planning to determine a State's full needs for rehabilitation facilities, public and voluntary, as well as planning to aid project sponsors in developing well conceived plans for construction of particular centers or workshops.

—Support for workshop improvement, to help workshops analyze, improve, and increase their professional services, their business operations, and the general workshop operations, and support in the form of technical assistance for short periods.

—Establishment of a National Policy and Performance Council to develop criteria and policies to be observed in making training services grants, and to advise the Secretary of

(*Continued on page 16*)

Training mobility instructors for the blind at Boston State College.

This building is no longer inaccessible to those who must travel in wheelchairs.

Progressive Program Produces Placements

ROBERT W. ERICSON

P.L.A.C.E.—PLEASE LOOK AT CURRENT EMPLOYABLES was a 2-month promotional program designed to accelerate job placement, especially of hard-to-place job applicants. It grew out of the door-to-door recruitment effort first conducted in a hard-core unemployment section of Hartford, and later extended to all local offices in Connecticut.

This unusual program of sending applicants to employers without an actual job order was enthusiastically received. For the most part, both the Employment Service staff and the employers of the State welcomed this change of operating methods to keep abreast of the times and more effectively to meet the demands of the rapidly changing job market.

Planning

An administrative conference was called to: (1) discuss methods by which local offices could expedite placement activities for a trial period, (2) test methods that might be implemented on a more permanent basis, and (3) encourage both the Connecticut State Employment Service staff and employers to look a little more deeply into the talents and abilities of job applicants. From this meeting, preliminary guidelines were established for P.L.A.C.E. and a State program coordinator was appointed.

Local office staff members with outstanding motivation, drive, and enthusiasm were selected to serve as the nucleus of an all-out program, and all local office personnel were called upon to support this priority endeavor in every possible manner.

Procedures

Local offices sent out 25,000 letters to Connecticut employers to solicit cooperation. These letters stressed the following points:

1. Need to fill job openings,
2. Scarcity of workers,
3. Increased selective service calls,
4. Recruitment of out-of-State and out-of-country workers, and
5. Apprenticeships and on-the-job training programs for upgrading present staff.

"Help wanted" advertisements were cut from papers, pasted up, and sorted by general groupings. Particular attention was given to those specifying "We will train" or "Unskilled Job Openings." A complete registration file analysis was conducted so that all local office employees would be thoroughly familiar with the quality as well as occupational distribution of the applicant file.

Registration cards were then reviewed in a new light. Staff members were urged to reevaluate their own concepts of employability as applied to each applicant, to ignore any preconceptions of employer preferences, and to refer potentially qualified applicants to any employer who agreed to LOOK AT CURRENT EMPLOYABLES.

The ES staff then called over 7,000 employers and found that about three-fourths would welcome this new approach. Most of the others had no worker needs at the time.

For additional publicity, the managers of the local offices spoke before civic, personnel, and other employ-

(*Continued on page 29*)

Robert W. Ericson is Special Projects Technician, Connecticut State Employment Service.

New York Places Drug Addicts

ANNE H. ALTMAN

Until the early 1950's, because of restrictive laws and regulations, almost no social, medical, or pyschiatric facility was willing to touch drug addiction. It was, therefore, almost entirely a matter for the local or Federal police or correctional officers.

Early in 1952, New York City established, as an experiment, Riverside Hospital at North Brothers Island for comprehensive treatment of adolescent drug users. A little later, a special committee on drug addiction was set up by the Community Council of New Cork City to explore the problem. It consisted of leading figures from legal, enforcement, correctional, medical, psychiatric, social services, and the New York State Employment Service. This committee was the standard bearer for some of the more enlightened approaches to the understanding and treatment of drug addiction in New York City.

By the late 1950's, treatment for addicts of all ages was made available in city hospitals, some voluntarily cooperating hospitals, and State mental hospitals, and a special narcotics unit of the New York State Division of Parole.

The last 5 or 6 years have seen great acceleration of interest in this problem throughout the country. Very recently, New York State established the Commission for Narcotics which has been authorized to study the problems and needs of the addict and to develop standards to accredit agencies dealing with drug addicts. When this accreditation is completed, the New York State Employment Service will enter into formal cooperative arrangements with such agencies.

Until the establishment of Riverside Hospital, the policy of the New York State Employment Service was to refuse service to any applicant who stated that he was or had been a drug addict. The only exceptions were the infrequent referrals from the U.S. Public Health Hospital at Lexington, Ky.

With the opening of Riverside Hospital in 1952, the New York State Employment Service agreed to accept adolescents who were discharged and deemed suitable for employment. Wary at first and not knowing what to expect, the Employment Service approached this problem with great caution. Most of what was learned about addicts then still holds true today. One of the most reassuring facts was that rarely was there any unpleasant or difficult behavioral problem either in the local office or on the job. However, the Employment Service did find that most of these young people showed signs of return to the drug after a very short time and usually disappeared.

With the expansion of services and methods of treatment for drug addiction, the New York State Employment Service has increased its facilities to include referrals from hospitals, clinics, social agencies, and correctional, parole, and probation agencies which provide rehabilitation and treatment services. When an agency in the community serving narcotic users requests placement assistance, the program of the agency is assessed. If professional medical, psychological, social, and rehabilitation services are provided to prepare the individual for job referral, the New York State Employment Service will provide placement services.

The requesting agency is asked to submit a summary report on each person referred for service, including vital statistics, hospitalization dates, personality evaluation, work and education, present drug use, status, and vocational recommendations. A statement must be included that the individual is drug-free at the time of referral.

The following guidelines have been developed for Employment Service staff who work with addicts.

- Initial appointments with the Employment Service are given as early as possible after contact by the treatment facility because tolerance of this group for waiting is very low.
- Job referrals are made at the highest skill level.

Anne H. Altman is Associate Employment Consultant of Selective Placement, New York Division of Employment.

The report from the referring hospital stated: "L. W., 20 years of age, single, lives with parents. He began using drugs at age 16 and kicked his habit twice, 'cold turkey,' in jail after being convicted for felonious possession of drugs. All illegal activity was clearly related to drug use. He was hospitalized twice, the first time for a 3-week detoxification. The second hospitalization was 6 months later when he received more intensive treatment, including twice weekly aftercare treatment for 3 months. He had four or five short-term jobs as messenger and stock clerk. He did not find these jobs very satisfactory, but his reasons for leaving involved his drug use.

"L. W. left high school at age 16 after completing the fifth term of an academic course because of his drug involvement. Up to that time his grades were average. Psychological material indicates that he is presently functioning within the average range of intelligence. Although he may at first appear lethargic, he possesses an eagerness to work, and is most cooperative. He has expressed a desire to work with his hands in either clerical or industrial positions, and appears above average with respect to motor coordination.

"As with most patients, it is recommended that L. W. be placed in a position in which job pressures will be minimal during the initial stages of adjustment. L. W. is drug-free at the present time."

The selective placement counselor in the New York State Employment Service found him to be neat, well mannered, and very cooperative. He was referred to a job as a small-parts assembler where he worked for 6 weeks. He left because "the employer expected too much." He was placed again in similar work. A few days after the second placement, the employer called to say that L. W. had worked 2 days and never returned, not even to collect his pay.

L. W. was heard from again 2 years later, when he was referred by his parole officer for placement assistance. After three unsuccessful referrals, he was placed as an assembler in an electronics plant. After 1 month, followup revealed he was still working and doing well. Eight months later the employer called to place another order and reported that L. W. was still working. His parole officer, who is assigned to the Intensive Care Narcotic Unit of the Division of Parole, reported that L. W. has been appearing for counseling on a regular basis. This seems to indicate that for L. W. this type of controlled supervision is having a positive effect.

- Employers are informed of the background of addiction and encouraged to notify the Employment Service of any problems.
- Continuity of contact is maintained with the referral agency so that it may be alerted to any possible slips.
- Followup is made on all placements.

The composite picture of the addict is that of an individual between 20 and 35 years old, clean, suitably dressed, and rarely exhibiting outwardly aggressive behavior. He is often likable, with little or no significant skill, work experience, training, or education. He is immature and unrealistic in his wage demands and has distorted ideas of his prospects. He may be restless and unprepared or unwilling to wait around for the interview. He expects quick, preferential service and frequently reports late for appointments. He often feels that the stigma of addiction accounts for his failure, and he will make childish threats and complaints. Any setback, disappointment, or sense of failure may be enough to get him back on drugs.

There is varied local office staff reaction to the drug addict, ranging from the feeling that he cannot be rehabilitated to the feeling that he is eager to work and learn if given a chance. All agree that each addict should be treated as an individual, his problems, background, and adjustment should be evaluated, and the services given him should be based on his circumstances.

Many employers have been more than willing to hire former addicts in order to assist in their rehabilitation. Several employers offered their services on the advisory boards of some of the treatment centers. Some have earmarked certain jobs just for former addicts. One employer kept a job open for a young addict over a period of 2 years, involving eight hospitalizations for withdrawal.

Difficult to Stay Off Drugs

Our placement experience indicates that most of the addicts stayed on the job only a short time and then apparently returned to the use of drugs. A very few did seem to make it and stayed on the job a year or more. Of these, some were under parole supervision, and seemed to be better employment prospects as long as they were on parole. Others had higher levels of skill than most and therefore were placed on better jobs, which may have been a factor in helping them stay off drugs.

Although most of the addict group have high aspirations, their lack of training and experience qualifies them for only low-level occupations. With the minimum salaries they are able to earn, and their limited opportunities, motivation is soon lost, and the cycle of drug addiction begins again. Most of the addicts we have seen fall into the category of the deprived, underprivileged, and underserviced youth with whom we are so concerned at present. Many are discouraged and hopeless because they have never experienced success and are fearful of undertaking the unfamiliar.

There are no shortcuts and no easy answers to the problems of drug addicts. In New York, a beginning has been made but much, much more is needed—more research, more and improved treatment facilities, halfway houses, sheltered workshops, and improved vocational evaluation and training techniques. All these and more are needed to help us understand the addict's special problem, and to help him prepare himself to meet the demands of our society.

Jobs for the Visually Handicapped

Would you believe a visually handicapped person could be a successful switchboard operator? How about an Employment Service Counselor? We have both, appointed by the Administrator of the Arizona State Employment Service from Merit System registers.

Miss Betty Shea, an attractive and vivacious young lady who has been totally blind since childhood is successfully handling a busy 9-trunk, 40-extension-line switchboard in the Phoenix Youth Opportunity Center. This is her first job after graduating from the State School for the Deaf and Blind at Tucson.

Betty's employment story with a happy ending was a combined effort of the Blind Services Unit of the Arizona State Department of Public Welfare, the Arizona State Employment Service, and the Mountain States Telephone & Telegraph Co.

A casual observer might not notice that Betty's switchboard is different or that she operates it in a different way. However, upon closer inspection, he would see an electronic device called a "probe" attached to the switchboard. This instrument consists of a handset, cord reel, transistor oscillator, and sectionalizer.

She uses this "seeing aid," purchased by Blind Services from the telephone company, to distinguish among stations, trunk, and cord supervisory signals. When an audible signal is heard, she takes the probe and runs it vertically over the pilot lamps. When the probe makes contact with a lighted lamp, a 600-cycle tone is picked up in her headset identifying the proper level of jack strips. She then passes the probe horizontally over the trunk lamps until a second tone is heard indicating the proper jack. The call is then completed in the usual manner. She uses the same procedure to disconnect a completed call.

Betty Shea at her switchboard.

ROBERT P. JAMES

During the planning and development of the Phoenix Youth Opportunity Center, the Visually Handicapped Placement Specialist, with the full endorsement of Charles A. Boyle, Administrator of the Arizona State Employment Service, conducted a study to determine the feasibility of a blind switchboard operator. When it was determined that a blind person could operate a switchboard successfully, the counselors of Blind Services were asked to evaluate their clients to determine potential trainees for the switchboard operator job. Betty Shea was selected.

At this point, the Chief Switchboard Operator for the Mountain States Telephone & Telegraph Co. began acquainting Betty with the techniques and procedures used in operating a switchboard. The orientation and actual operation of the switchboard under direct supervision lasted approximately 2 weeks. Regular followup visits were made to help determine her progress and to assist her with operating problems.

An interesting aspect of this successful placement was the positive interaction between Betty and the YOC staff. The personnel accepted her and helped her build her own confidence and competence. This staff support, along with her own determination and winning personality, contributed to mutual respect, admiration, and success.

After 6 months as a trainee under the auspices of Blind Services, Betty was appointed a full-time employee of the Arizona State Employment Service on January 1, 1966.

The selective placement of Miss Shea was facilitated by established working relations between the Arizona State Department of Public Welfare and the Arizona State Em-

(*Continued on page 65*)

Robert P. James is the Visually Handicapped Placement Specialist, Arizona State Employment Service.

Rehabilitating the Handicapped for Employment

HENRY B. BETTS

During the past few decades, important changes have taken place regarding the employment of the handicapped—changes that represent an extension of the basic American principle of allowing full expression of individual capabilities. Our attitude toward the handicapped has moved from the prejudice that relegated them to a hopeless, nonproductive, shut-in existence to one of rehabilitation, employment, and the opportunity to lead useful lives. Economics also enters the picture, for the investment in rehabilitating a person to full employment is repaid within 3 years through income tax payments.

Various factors have contributed to increasing the numbers of employed handicapped persons. The committees interested in employment of the handicapped have developed more influence and become more effective each year. The President's and the Governors' Committees have given leadership to the movement, and have a strong impact on spreading the message on the philosophy and economy of employment of the handicapped to employers and others who can be of positive assistance. Architecture, medicine, and science are making their contribution in developments that enable far more of the handicapped to hold jobs. But the greatest single impetus to rehabilitation and the promulgation of the philosophy of utilizing the abilities of the handicapped is the Vocational Rehabitation Administration (VRA).

The VRA has continued to grow and has paid for the rehabilitation of thousands of handicapped persons. Its funds for research, the training of personnel, and funding of vocational training facilities have increased at a steady pace. Although each State has boosted the number and caliber of counselors, there is still a great lag in the number of trained rehabilitation personnel—physicians, physical therapists, occupational therapists, speech therapists, psychologists, counselors, social workers, and other needed staff. However, each year more of these in each field are being trained. Much of this increase is due to actions taken by the VRA.

Dr. Henry B. Betts is Medical Director Rehabilitation Institute of Chicago, and Assistant Professor, Department of Physical Medicine and Rehabilitation, Northwestern University Medical School.

Longer Evaluation Time

Until this year, the VRA frequently was unable to offer early rehabilitation to quadriplegics because it was not evident at first that they could be occupationally rehabilitated. Now, VRA will pay for a longer period of evaluation and, if the patient makes progress, the rehabilitation time can be extended. This new procedure means that additional thousands of potentially employable people will be salvaged.

For many handicapped persons, architecture can mean the difference between employment and unemployment. Many jobs which were found for the handicapped turned out to be inaccessible because of architectural barriers. Progress has been made in overcoming these barriers, mainly through the efforts of the President's Committee for the Employment of the Handicapped and the National Society for Crippled Children and Adults. Buildings which use Government Funds are now required by law to be accessible to the handicapped, and many States are requiring this in their public buildings. Architects and builders are being made aware of construction features that would enable *all* persons to utilize their buildings, and good examples are being set by some outstanding new structures.

New developments in science, such as miniaturization, electronics, and computers, are influencing the research and development of devices to help the handicapped achieve independence and employment. Some of

A ramp and electronically controlled doors make the U.S. Department of Labor building in Washington accessible to handicapped workers.

these breakthroughs have occurred as byproducts of the space program; others have been developed in the growing numbers of rehabilitation facilities throughout the country.

In the field of prosthetics, small battery-powered motors with newly devised gear systems offer smoother working and more flexibility to artificial upper extremities. The new lightweight metals and alloys, which have made possible the construction of a very lightweight wheelchair, are also being used to develop prosthetic and orthotic devices. Also, early research in fitting prostheses immediately after amputation is encouraging and offers hope that this procedure will enable amputees to get back to work more rapidly.

An orthotic device for quadriplegics has been developed in which the paralyzed extremity can be placed and then moved by working a series of switches with the tongue. Its operation depends on several miniature motors and cadmium batteries.

A device for transferring light to sound has been developed for the blind. This was done by an 18-year-old boy, who has since become paraplegic.

Progress is being made in finding ways in which the handicapped can do jobs they never could do before. For example, a machine developed in England, and small enough to sit on a desk, can activate electrical appliances and a typewriter and is regulated by very gentle mouth sucking and blowing maneuvers. Also, some of the telephone companies have shown great interest in researching various devices to make it easier for the handicapped with upper extremity weakness to use the telephone as a means of employment. In Illinois, with the cooperation of the telephone companies and the Division of Vocational Rehabilitation, a group of quadriplegics has been organized to solicit newspaper advertising by telephone.

Spasticity is one of the main deterrents to independence for many persons with spinal cord injury or stroke. This is now being combated successfully by the injection of phenol into peripheral nerves, sparing what sensation and muscle power remain. The new medical developments in blood vessel surgery and the use of anticoagulants has made persons who have intermittant small strokes less susceptible to major ones.

As research and development move forward, new ways are being found to ease the life of the handicapped and to help them become employable. Being developed at the present time is myoelectric stimulus for active splinting. This means that electric potentials from muscles that are innervated but not strong enough to be functional can set off externally powered prosthetic devices. A space-age contribution that holds promise is a small multilegged vehicle designed for astronauts to get around on the moon, and which could be used by many of the handicapped for transportation purposes.

The most significant development in furthering employment of the handicapped is that the desire to accomplish this goal becomes more widespread each year. More and more persons are devoting themselves energetically to this cause. More Americans have come to understand the problems involved and the need to help the handicapped achieve full potential. It was Shakespeare who said, "The miserable hath no other medicine but hope." We are slowly eliminating the physically handicapped from the ranks of the "miserable." We are also giving them new hope.

HIDDEN HANDICAPS

DORIS E. WOOLLEY

Twenty-one years ago, August 11, 1945, the Congress of the United States approved a joint resolution, "That hereafter the first week in October of each year shall be designated as National Employ the Physically Handicapped Week." Nationwide interest in the plight of the handicapped worker was aroused largely because of the disabled veterans who were returning to the labor force after World War II. Legislation calling for rehabilitation and employment of these veterans had been passed shortly before, and public and private agencies were mobilizing to get the disabled veterans back into full participation in community life.

In 1948, the Civil Service Act was amended to state that "no person shall be discriminated against in any case because of any physical handicap . . . with respect to any position the duties of which . . . may be efficiently performed by a person with such a physical handicap."

The term "physically handicapped individual" used in the Vocational Rehabilitation Amendments of 1954 (Public Law 565) was defined as meaning "any individual who is under a physical or mental disability which constitutes a substantial handicap to employment." The more general impression of a handicapped person, however, is one who has a visible impairment which restricts his physical activity to some degree.

While the selective placement procedure, developed by the U.S. Employment Service over a period of 9 years prior to 1945, dealt with mental and emotional disorders, it was concerned principally with the physical activities a particular individual was capable of performing and the working conditions to which he safely might be exposed. The selective placement process was then, and still is, one of the outstanding contributions the Employment Service has made to the world of work.

But in 1962, the late President Kennedy changed the name of President's Committee on Employment of the Physically Handicapped by removing the word "Physically," thereby broadening the scope of the Federal and State program of services to the handicapped to include hidden handicaps.

Doris E. Woolley is an Employment Service Adviser, U.S. Employment Service.

Hidden Physical Handicaps

The U.S. Public Health Service's National Health Survey, conducted between July 1961 and June 1963, revealed that more than 8 million people suffered from hidden physical handicaps, such as heart disease, hypertension, asthma, hay fever, and digestive disorders. Another 7.5 million were limited in their activities by conditions which may or may not be hidden, such as arthritis, rheumatism, back and leg disabilities, and visual impairments. Immediately recognizable handicaps constitute a relatively small percentage of the total handicapped in need of selective placement.

Over the years, the Employment Service has developed experience-tested techniques for counseling and placing physically handicapped jobseekers. The problem in 1966 is one of recognition—so that no applicant with one of these hidden handicaps will be deprived inadvertently of services needed to enable him to become suitably employed.

Mental and Emotional Handicaps

Much more difficult and much less understood than physical handicaps are the disabilities of the mind and emotions. A selective placement specialist can ask an applicant with a back injury if he is able to lift a casting weighing 25 pounds 10 times an hour—and expect to get some kind of realistic answer. But how can he ask an applicant with a recent history

of mental illness how he will perform in a situation where he will be surrounded by fellow workers with varying personalities, and required to meet deadlines or pressures, X times a day?

An interviewer can ask a sneezing applicant if he is allergic to certain airborne substances, and try to place him in a job which is relatively free of the irritant; but a counselor, faced with an applicant who appears to be of lower-than-normal intelligence, cannot ask "Are you mentally retarded?" Nor can he assume that a man with a work history of jobs lost because of alcoholism is automatically unfit for employment except as a casual laborer.

Public Acceptance

While the Employment Service has been advocating employment of the mentally retarded for more than 20 years, the impetus given to the program by President Kennedy has provided the necessary public acceptance of these handicapped people in the workplace. In 1964, many State Employment Services participated in the preparation of State plans for combating mental retardation, and now are engaged in implementing these plans. At present, large numbers of the mentally retarded are employed, or training for employment, in a wide variety of jobs once thought to be beyond their capabilities. Employment Service studies conducted more than 10 years ago showed that, given the opportunity, many people with retarded mental development could perform successfully in a large number of occupations, many of them skilled.

With respect to many of the mentally restored, employment is probably the single most important step to recovery. Total discharges from, as well as admission to, hospitals for psychiatric care have continued to increase over the past decade. A large proportion of those discharged will be looking for work, and the local offices of the Employment Service have responsibility for helping them.

For a number of years, cooperative arrangements have existed between some State and Federal mental hospitals and the corresponding State Employment Services, particularly local offices located near the hospitals. With the decentralization of facilities for psychiatric care and the establishment of Community Mental Health Centers, to be provided under recent legislation, more and more local offices will be called upon for vocational counseling and placement of the mentally restored.

Alcoholism, probably because it is so little understood, is one of the more difficult hidden handicaps. Several recent court decisions have recognized it as a disease, and stated that treatment, not punishment, should be provided individuals taken into custody for public drunkenness, if they are proved to be alcoholics.

Habituation to alcohol for so long has been associated with irresponsibility, incorrigibility, and unreliability, that many people will be slow to accept the concept of illness in relation to alcoholics. While working with alcoholics is a peculiarly unrewarding task, exhausting patience and innovation, the truth is that, through Alcoholics Anonymous and other rehabilitation programs, many alcoholics do recover, and the Employment Service is responsible for helping them return to work.

In growing measure, working with the hidden handicaps calls upon Employment Service people to provide not only training, counseling, selective placement, and job development—but also a high degree of insight, perception, motivation, and perseverance.

AMENDMENTS OF 1965

(*Continued from page 8*)

Health, Education, and Welfare on improvement of workshops generally.

Training Rehabilitation Manpower

—Extension from 2 to 4 years of the ceiling on Federal support of training in rehabilitation fields which include, for example, physical medicine and rehabilitation, physical therapy, occupational therapy, speech pathology and audiology, rehabilitation nursing, rehabilitation social work, prosthetics and orthotics, rehabilitation psychology, rehabilitation counseling, recreation for the ill and handicapped, and other specialized fields contributing to vocational rehabilitation.

Removing Architectural Barriers

—Appointment of a National Commission on Architectural Barriers to Rehabilitation of the Handicapped.

In addition to the Vocational Rehabilitation Act Amendments, 1965 brought other new legislation of key importance to building and extending vocational rehabilitation. The 1965 amendments to the Social Security Act included the Medicare amendments, which are of key importance in coping with the health problems of older people. These amendments also provided, for the first time, authority to pay the cost of rehabilitation services for selected disability insurance beneficiaries, from social security trust funds, to restore beneficiaries to work and to conserve trust funds.

Another 1965 enactment amended the Vocational Rehabilitation Act to authorize VRA grants for a 3-year study of manpower needs in the correctional field (Correctional Rehabilitation Study Act of 1965). Also very significant is the comprehensive study, authorized by the House Appropriations Subcommittee, of current programs and needs in vocational rehabilitation. This study by a distinguished group of citizens is now underway.

All this adds up to a legislative charter for a thriving, growing set of vocational rehabilitation programs, which will cut deeper and more effectively into the backlog of an estimated 3.7 million disabled who could benefit from vocational rehabilitation and return to useful, productive living, as well as the half million who become disabled each year. The long-range aim is to attain a total national rehabilitation effort, combining public and private resources, to reach the disabled promptly and adequately.

Next comes the translation of charters into action and achievement.

A display of ceramics at the Skills and Talents Exhibit and Sale, representing the work of one of the smaller workshops for the handicapped in the Seattle area.

Skills and Talents? UNLIMITED!

DOUGLAS J. PIERSON

It was not too many years ago that a display and sale of articles produced by the handicapped consisted of a collection of well-intentioned, but amateurishly conceived items whose purchase was motivated largely by sympathy rather than desire for the product. Thanks to the efforts of public agencies and volunteer groups that have worked with, trained, and encouraged that segment of our handicapped population which cannot compete in the job market, we have an entirely different situation today.

The guidance and direction given our sheltered workshops and homebound workers have manifested a new concept in the type, variety, and quality of products being created—products which can be offered for sale with no appeal for compassion but rather on the basis of their originality, utility, and workmanship.

In addition to the improved commercial output, the artistic creativity of our handicapped has also been evident by gallery-quality paintings, etchings, and sculpture, ranging from primitive to avant-garde.

Douglas J. Pierson is Executive Secretary of the Governor's Committee on Employment of the Handicapped, Washington State.

Any product, no matter how good, must be marketed, and this is particularly true for merchandise produced by the handicapped. Despite the advances in quality, there have been problems in letting the general public know what products are available and, equally important, where they are available. There are many outlets throughout the State of Washington, but these, for the most part, are devoted to selling material produced locally, and represent only a small percentage of the products available on a statewide basis.

The Women's Division of the Governor's Committee on Employment of the Handicapped recognized this problem of distribution and promotion and set about to resolve it. The ultimate goal was to establish major distribution centers for the products of all workshops and homebound workers in three cities with high population density and to cover the western, central, and eastern portions of the State. These outlets would be available not only to the general public but also to buyers for department stores and specialty shops. The project was to be known as "Skills and Talents, Unlimited."

To test the validity and feasibility of this plan, it was decided to establish a 3-day exhibit and sale early in December 1965 in both Seattle and Spokane. It was soon apparent, however, that even such a modest beginning would strain the capabilities of the Women's Division, which is largely a Seattle-based group. The Washington State Federation of Women's Clubs was asked to assist in contacting workshops and individuals about participation in the project. Their help assured us of maximum coverage throughout the State.

Widely Publicized

Brochures announcing the sale were mailed to men's and women's service clubs, lodges, and churches. Supplemental announcements were placed in bulletins issued by the PTA, Council of Churches, and Junior League. Radio and television stations and newspapers were most generous in advance publicity and coverage during the sales.

Volunteers were enlisted to assist in bringing in merchandise and in helping the handicapped in sales, inventorying, and return of unsold material.

The exhibitions and sales were opened simultaneously on both sides of the State. The Governor and his wife presided in Seattle, and the Chairman of the Governor's Committee on Employment of the Handicapped and the State Crafts Chairman of the Washington State Federation of Women's Clubs officiated in Spokane.

During the 2½ days of the sale, over 5,000 people visited the displays in the two cities to see and buy the work of 27 workshops and schools and over 50 handicapped individuals who produce in home workshops or studios.

The financial success of this project cannot be accurately established, since the more than $1,100 in sales was augmented by a large volume of orders placed for merchandise to be delivered at a later date. The favorable response by the workshops and the individual handicapped workers—and, more important, by the general public—has encouraged us to continue our efforts to establish permanent market places for the products of the handicapped.

Mrs. Ida Daly of Seattle, a victim of muscular dystrophy since the age of three, shows some of her art work to Mayor J. Dorm Braman of Seattle at the opening of the Skills and Talents Exhibit and Sale. Because of extremely limited use of her limbs, Mrs. Daly has used some unusual painting techniques. For the oil held by the Mayor, she used the wheels of her motorized chair as a brush in applying paint to a floor-mounted canvas. For the watercolor of the couple on the wall, she held the brushes in her teeth.

Other effects of this sale that could also be properly classified as "results" were apparent from comments and conversations. Many people who visited the displays face the prospect of a handicapped life because of progressive illness. They were elated to see what can be done by the handicapped and were inspired to discover the various avenues of expression that are open to them. But most rewarding of all was the comment of a mother of a young handicapped artist who said, "This is a day we will never forget. It is on such a high level of understanding and appreciation of the problems of the handicapped and their need for creative experience."

The Mentally Restored: an unfinished revolution

RALPH T. COLLINS, M.D.

A revolution is underway in the treatment and rehabilitation of the mentally ill. As a result, the mentally ill are getting out of hospitals faster; are staying out; are returning to their communities in greater and greater numbers. They are ready for work, but the big question is: Is the community ready for them?

Here are some *aspects of the revolution:*

(*a*) *Community mental health center.*—For the first time in history, Congress has authorized a "bold new approach" to the problem of mental illness: funds for the construction of comprehensive community mental health centers. Here, the mentally ill can be cared for in their own communities, rather than being sent to isolated institutions out of the community's sight and mind. The aim of these centers is to provide early diagnosis and treatment of mental illness, so that the mentally ill can be returned to productive lives as quickly as possible. These centers are just now getting underway; they are the bright new hope of the future. Because of them, thousands of mentally ill persons will be able to to stay out of hospitals.

(*b*) *Drugs.*—Since the middle 1950's psychoactive drugs have come into wide use in the treatment of mental illness. These drugs do not cure mental illness. Instead, they can relieve symptoms so that patients can be reached through other types of treatment. Through drugs, many patients in hospitals on a custodial basis have been able to return home. Many other patients have had their hospitalization shortened. Still others have been able to stay out of hospitals altogether.

(*c*) *Treatment.*—Modern therapy has developed dramatically in recent years. Psychotherapy, individual or group, has furnished a framework in which patients can discover for themselves the underlying causes of their emotional problems—a first step toward recovery. Rehabilitative therapies—occupational, recreational, social—have helped restore a sense of usefulness and self-assurance to mental patients, and have helped speed their recovery.

Results of the revolution:

(*a*) Last year, nearly half a million patients were in public mental hospitals. For the past 9 years, the number has been declining. Seventy-five percent of patients admitted to mental hospitals are discharged within 1 year. With good care, 7 out of 10 can look forward to recovery, to lives of independence.

(*b*) Mental patients are getting out of hospitals faster; many are staying out of hospitals altogether, receiving treatment in their communities.

The meaning of the revolution:

What does the revolution mean in terms of employment of the mentally restored? It means a great deal. For instance:

(*a*) Previously, mental illness meant confinement for long periods and patients were "out of touch" with the community; their skills got rusty; work habits deteriorated, and motivation disappeared. Because of the revolution in treatment, the mentally ill generally are not "out of touch" for too long. They reenter the mainstream of life long before the ill effects of isolation can set in. They

Dr. Ralph T. Collins is Chairman, President's Committee on Employment of the Mentally Handicapped, and Consultant, Neurology and Psychiatry, Eastman Kodak Co.

become employable sooner. Many never lose their employability.

(*b*) Patients are better able to adjust. Modern therapies and modern rehabilitation help mental patients make faster adjustments to normal life. Despite their mental illness, they regain the ability to live in the world on its own terms. They flex to the world; they don't expect the world to flex to them. This, too, makes them employable.

America's efforts to place the mentally restored are keeping pace with the revolution in treatment.

(1) *Vocational rehabilitation.*—Last year, 14,000 mentally restored persons were rehabilitated under Federal-State rehabilitation programs—three times the number rehabilitated 5 years ago, and seven times the number rehabilitated 10 years ago! Rehabilitation of the mentally restored has been receiving greater emphasis over the years. This past year, the mentally restored accounted for 12 percent of all handicapped persons rehabilitated; 5 years ago, only 6 percent; 10 years ago, a mere 3 percent. Nine out of ten mentally restored persons had no earnings at the time they started vocational rehabilitation. Eight out of ten had become wage earners by the time they finished vocational rehabilitation. Vocational counselors now are on duty in virtually every mental hospital in the Nation, giving mental patients an early start on the road back to rehabilitation and independence.

Counselors Get Training

The Vocational Rehabilitation Administration has recently established psychiatric training centers for Vocational Rehabilitation Counselors at the Departments of Psychiatry at the Medical Schools of Harvard and the Universities of Nebraska and Oregon. These counselors, who were previously working with the physically handicapped toward vocational rehabilitation, spend 6 months at these centers learning the fundamentals necessary for them to return to their jobs, prepared to work with the mentally restored toward vocational rehabilitation.

An example of America's efforts to place the mentally restored on the job comes from the June 1966 Newsletter of the President's Committee on Employment of the Mentally Handicapped. This short article is entitled "Four Roads to Employment." The VA Mental Hospital in Coatsville, Pa., has developed four programs tying the hospital closer to the business community and resulting in more jobs for the mentally restored: (*a*) Employer-applicant clinics. Each month, employer groups visit the hospital to give tips on jobs to patients about to be discharged, to train patients on how to conduct themselves during job interviews, and to inform the hospital staff about the current job market. (*b*) Vocational planning clinics. On a regular basis, members of the Coatsville Junior Chamber of Commerce come into the hospital to chat with patients and to give them job hunting advise based on their own work experiences. This program for younger men supplements the employer-applicant clinics. (*c*) Hospital visits. Business groups are invited to tour the hospital to see what is being done to prepare patients for employment. They gain a realistic view of mental illness and of the capabilities of the mentally restored. (*d*) Sheltered workshops give needed work experience to patients and also serve local businessmen, making them aware of the job potentials of patients.

The success of all these programs, the hospital noted, depends on close cooperation by Vocational Rehabilitation, Employment Service, and hospital staff.

Another item from the Newsletter of April 19, 1966, says the following:

Preparation Makes the Difference

"Never absent, reliable, I'd never have known he was in a mental hospital. Fewer problems than with others." That's what employers are saying about ex-mental patients from the Brecksville VA Hospital near Cleveland, Ohio. The reason is a four-step program: (1) patient preparation, (2) employer preparation, (3) the job interview, and (4) teamwork. The key man in the program of teamwork is the local veterans employment representative of the Ohio State Employment Service, who spends much time at the hospital working with staff and patients. (See EMPLOYMENT SERVICE REVIEW, September 1965, p. 5.)

(2) *Public Employment Service.*—The public employment offices across the United States have stepped up their efforts to find employment for the mentally restored. The U.S. Employment Service is preparing an interviewing guide to provide valuable assistance to local offices in counseling and placing the mentally restored. Also, local offices work closely with mental hospitals in their areas, providing counseling and placement services.

(3) *Veterans Administration.*—More than half of all veteran-patients in Veterans Administration Hospitals—57,000 out of 112,000—are being treated for mental illness. VA has developed many bold new programs to rehabilitate its mental patients: in-hospital work programs to acclimate patients to employment; a foster home program; day-care centers; etc. All have helped to return veterans to their homes and jobs. VA has conducted a landmark survey entitled, "They Return to Work," which describes the work experiences of 1,400 former mental patients, and found a high degree of job stability (80 percent had been working for the same employers 4 years or more) and job satisfaction (90 percent were happy in their jobs).

(4) *Civil Service Commission.*—The Federal Government has a special program to hire the mentally restored on a 700-hour trial basis, without the need for taking Civil Service tests or being on a Civil Service register. To promote more jobs for the mentally restored, Civil Service has just distributed a new brochure to all Federal agencies entitled, "The Mentally Restored: A Manpower Resource for the Federal Government."

The President's Committee on Employment of the Handicapped, through its Committee on the Mentally Handicapped, has been active in promoting employment of the mentally restored. Some of its achievements are as follows:

1. "Guide to Job Placement of the Mentally Restored," which is the first publication of its kind and is in heavy demand all over the world.

2. The Committee developed a

(*Continued on page 25*)

e s newsletter

"JOBS NOW" PROJECT

A new project to find jobs for 3,000 disadvantaged young men and women is underway in Chicago. The project, known as JOBS NOW, is sponsored by the Young Men's Christian Association of Metropolitan Chicago in cooperation with the Chicago Urban League, the Illinois State Employment Service, the City of Chicago, and numerous public and private groups. It is funded by the Department of Labor's Office of Manpower Policy, Evaluation and Research, in cooperation with the U.S. Employment Service.

The program is aimed primarily at jobs for the young members of street groups who periodically express frustration and bitterness in muggings, vandalism, or gang wars. About 217 such street gangs are known in the Chicago area. Most members are school dropouts, probably with police records and little orientation to work disciplines. In general, they lack interest in taking low-pay, dead-end jobs, have little tolerance for delays in getting jobs, and are negative toward training programs because of low allowance pay and the risk to their "street status" in revealing academic weaknesses.

JOBS NOW grew out of meetings instigated by the Chicago Urban League that brought various Chicago agencies together with business leadership to find possible solutions to the employment problems of this hard-core group. Basically, the project is designed to place 3,000 of these young people in productive jobs; to provide a unified approach to job development for youth through a centralized job order system; and to open private job opportunities to Neighborhood Youth Corps and training program graduates. It also will operate a seminar center for governmental, agency, and industrial personnel involved in recruitment, training, and employment of the disadvantaged.

DATA PROCESSING STUDY CONTRACT

In an effort to speed up development, training, and job placement of the Nation's manpower, the Department of Labor has contracted with the Auerbach Corporation of Philadelphia to develop an automatic data processing system for use throughout the Federal-State employment security system. The objective is to make use of the newest automated techniques for quick matching of people and jobs on a nationwide basis, and also to enable a rapid furnishing of job market information, and other manpower data needed in

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the States, in regional and national offices, and by the Bureau of the Budget and the Congress.

The Auerbach study will include an evaluation of the BES experimental project LINCS (labor inventory communications system), which for 4 years has involved the use of a teletype network to link local ES offices and help them match worker traits with job requirements for professional, managerial, scientific, and technical occupations. Long-range plans are for the system to encompass more occupations and to become a coast-to-coast network. The Auerbach study will include recommendations regarding such extension.

HUMAN RESOURCES DEVELOPMENT PROGRAM

Plans are moving forward for a comprehensive Human Resources Development Program to improve the employability of disadvantaged persons regardless of age or other special characteristics, with particular focus on adult outreach activity.

The new program stems from the experience gained in similar programs initiated by the Secretary of Labor and carried on experimentally in five metropolitan areas. It was prompted also by the recommendations of the recent White House Conference on Civil Rights regarding the need for "Human Resources Development Centers in areas of substantial Negro unemployment," and which specified that "these centers should take on an individualized approach to the job training, and related needs of workers with especially severe job market problems."

The plan is to initiate an intensive program involving outreach, enhancing employability, job development, and job market information services in the areas in which there are now Youth Opportunity Centers. The program requires each State to submit a plan of action indicating how it will deploy its share of limited available personnel resources to extend basic employment services to the ever-widening group of disadvantaged persons in ghetto neighborhoods. It also calls for intensive job development effort with employers, particularly in regard to those persons reached who can be referred to on-the-job training.

In addition to outreach, the program involves referral to the full range of health and welfare services available in the community; basic employment services including interviewing, counseling, referral, placement, and followup; training and prevocational training; coordination with work-experience programs; and an informational and reporting program. Plans are to conduct the program through existing local ES offices and Youth Opportunity Centers.

Substantial additional fiscal year 1967 Manpower Development and Training Act appropriations for services to hard-core unemployed adults makes possible this action to extend to adults the same kinds of assistance given to disadvantaged young people in the Youth Opportunity Centers.

North Dakota Recognizes Outstanding Handicapped Citizens

THOMAS W. PAGEL

Mrs. Grace Layton Sandness, Handicapped Citizen of the Year, 1965, for North Dakota, visits with Mrs. W. Willard Wirtz, Chairman, Arts and Crafts Project, Women's Committee of the President's Committee on Employment of the Handicapped, during the 1965 Annual Meeting in Washington, D.C.

The main objectives of the Outstanding Handicapped Citizens Awards Program in North Dakota are to recognize the abilities, not the disabilities, which handicapped people possess and to focus upon the adjustments they have made which enable them to live a full and productive life as contributing citizens of our State and Nation. Teamwork provides greater recognition of the handicapped. Each year, all local veterans' organizations in the State are encouraged to participate in the program. Each community conducts a program to select its Outstanding Handicapped Citizen and is responsible for providing local recognition and publicity. Annual awards banquets are held on a community level. Veterans' organizations bring their award winners to the annual meeting and banquet of the Governor's Committee on Employment of the Handicapped.

Publicity for the Outstanding Handicapped Citizen Program has been widespread and well received at both the State and community level. The value of this publicity as an educational tool and as a source of inspiration for other handicapped persons is immeasurable.

Award winners have been veterans and nonveterans alike, and include self-employed, executives of industry, city mayors, State officials, and artists. In recognition, each of these award winners has brought honor and inspiration to other disabled persons. The Governor's Committee, the four veterans' organizations, and the Mayor's committees are proud of their coordinated efforts and the results that they have produced.

Thomas W. Pagel is Executive Director of the Governor's Council on Human Resources, Bismarck, N. Dak.

12 0—66——4

Handicapped American of the Year

Although he could neither see nor hear the proceedings, Robert J. Smithdas personally spoke his thanks and appreciation for the honor "Handicapped American of the Year" bestowed upon him by the President's Committee on Employment of the Handicapped at its annual meeting in Washington, D.C., April 28–29, 1966.

Since 1962, Mr. Smithdas has been one of the top executives of the Industrial Home for the Blind in Brooklyn as Director of the Deaf-Blind Program. In this capacity, he counsels as many as 60 men and women on problems ranging from employment to social adjustment.

He is an eloquent speaker whose message is heard by a quarter million persons annually in New York and other cities. He has appeared before a variety of organizations to urge employment opportunities for the deaf-blind, the blind, and other handicapped persons.

As a boy of 5, Robert Smithdas was stricken with spinal meningitis. When he came home after weeks in a hospital, he was completely blind and partially deaf. By the age of 10, his loss of hearing was also complete. But he chose to accept his fate and to prove he was strong enough to challenge it.

A year after his illness, he began his schooling at the Western Pennsylvania School for the Blind. At 15, he transferred to the Perkins Institute for the Blind in Watertown, Mass.—a school with facilities for teaching the deaf-blind.

Because he could not hear his own words, his speech had become badly slurred. "Hello" and "Goodbye" were the only words he spoke clearly. To help correct this, he was taught to read lips with his fingers. Today, he can follow a conversation perfectly—even to determining the geographical origin of the speaker. As the ability to listen returned, so also did the ability to speak.

So he began to interpret the world about him through his fingertips. Training in the manual arts is an important part of the instruction at Perkins, and Robert Smithdas displayed unusual manual dexterity. But his retentive memory surprised even the most seasoned instructors. Once, on a bet, he dismantled and reassembled

an automobile engine—after only one demonstration—in only 20 minutes.

"An obstacle is something to be overcome," is a saying at Perkins. And Robert Smithdas thought no obstacle too big. He decided to reach for still another goal—a college education. For 4 years, he "listened" to lectures spelled into his hand by a sighted companion and pored over mountains of Braille textbooks. He was graduated cum laude with a bachelor's degree in English from St. John's University in 1950. In 1953, he took his master's degree from New York University. He was the first deaf-blind person to earn a college degree since Helen Keller and the first such handicapped person ever to earn an advanced degree.

While working for his master's degree, he worked as a counselor in community relations at the university. In this capacity, he helped develop a program to educate the public on the problems, the needs, and the employability of the blind and the deaf-blind.

Mr. Smithdas has a wide range of outside interests, including poetry. He has won numerous honors, including the Poet of the Year Award for 1961 from the Poetry Society of America and the Distinguished Service Award of the New York State Junior Chamber of Commerce in 1958.

The 40-year-old bachelor maintains his own apartment—and even does his own cooking. He usually travels independently and manages his own affairs. He reads and writes Braille rapidly and makes use of all other means of communication available to the deaf-blind, including the manual alphabet which is used to write in the palm of his hand.

Many of the men and women whom Robert Smithdas counsels do not have his intellect—or his fortitude—or his keen sense of humor. But because they are in daily contact with him, they have the most important thing in life—hope. For in Robert Smithdas they see a man who has surmounted obstacles equal to their own and emerged as an intellectual leading an independent life.

THE MENTALLY RESTORED

(*Continued from page 20*)

flier entitled, "So You're Going to Hire the Mentally Restored," of which half a million copies have been distributed so far.

3. A pamphlet entitled, "Wasted Assets," has been developed to encourage more grassroots programs to build a stronger bond between mental hospitals and the community.

4. The Committee encourages employers conferences held in cooperation with industrial psychology departments of universities on employment and retention of the mentally restored.

5. At the annual meetings of the President's Committee in Washington, there has been much stress placed on employment of the mentally restored through panel discussions, etc.

Despite what has been noted above in regard to treatment of the mentally ill and the developments in rehabilitation of the mentally restored and the efforts to place them in employment, there remains much to be done. Stigma and prejudice are still strong in this country. They are so strong that it is virtually impossible to publicize success stories of former mental patients who have made good on the job. They are so strong that, as the VA study revealed, more than half of the ex-patients hid the fact of their hospitalization in applying for jobs. They are so strong that magazines will not publish photographs of the mentally restored for fear of "branding" them. Many organizations and agencies in this country are allied in this all-out battle against prejudice, stigma, and misunderstanding. A few that come to mind immediately are: The President's Committee, the National Association for Mental Health, the National Institute for Mental Health, the American Psychiatric Association, the American Psychological Association, the Vocational Rehabilitation Administration, the Veterans Administration, the U.S. Employment Service, the American Medical Association, the National Association of Manufacturers, the AFL–CIO, the Mass Media of America, the clergy of all faiths, women's organizations, and last but not least, the U.S. Department of Labor.

This battle will not be an easy one. The roots of prejudice against mental illness run deep and do not give way easily. Too often the defense weapon is a "Yes, but . . ." an agreement for the sake of agreement, yet the doubts remain in the heart. The key to this revolution in the treatment of mental illness very often is employment, a job, a chance to hold one's head up and be beholden to no one. Work is so psychologically important to us. I have defined work in this way: The work that men do is an essential part of their lives, not so much because they earn bread by it but because a man's job gives him status and binds him to society. The worker who is happy in his job, has confidence in his management, and cooperative relations with his coworkers will spread his contentment throughout the community.

Policy Statements Needed

Many employers have established written policy statements in favor of employment of the physically handicapped and the mentally retarded. Such policy statements regarding the mentally restored are virtually nonexistent. They could help a great deal in opening new doors for the mentally restored. The future does look bright because acceptance of the mentally restored is coming, although slowly. The day is coming when mental illness will be looked upon in its proper perspective—as an illness that can be treated. The day is coming when the mentally restored will no longer carry the brand of "apartheid." They will be accepted as human beings, as productive and wanted members of our society. You and I must be convinced in our own minds that the mentally restored are deserving of full and equal opportunities to partake of the blessings of America. Once we are convinced, we must convince others. As Nicholas J. Oganovik said in an article in the CIVIL SERVICE JOURNAL in October–December 1961, "It's our thinking that's handicapped."

High School-Work Experience for the Mentally Retarded

ROBERT ARNOLD

Following high school graduation, Melinda went to work as a waitress in Eugene.

A special assistance program for the mentally retarded was started in two local Employment Service offices in Oregon in 1963. Both the schools and the local offices were very enthusiastic about the first year's results.

The planning involved in both local offices began under similar circumstances. The local office counselors and the teachers of the special education classes for the mentally retarded (with an IQ between 50 and 75) were seeking ways to improve the schoolwork experience program. At the teachers' request, the two local office managers agreed to work with two local high schools. In each office, the manager, counseling supervisor, and placement supervisor worked out the interoffice procedure and made changes as the need arose.

During 1966, all schools with special education classes for the mentally retarded have been given strong

Robert Arnold is State Supervisor of Services to Youth, Oregon State Employment Service.

encouragement to orient their program toward the world of work.

The procedure has now been standardized and several meetings have been held between the Department of Education and the Employment Service administrative staff. When the special education instructors locate work experience opportunities with local employers, the students are instructed to go to the Employment Service local office to learn if there are any job openings. In the meantime, the instructor has sent to the local office a list of students who will be coming in, the dates of their visits, the employer to whom each should be referred, and the person the student is to see at the plant. The local offices provide training for the students in jobseeking by acting as the formal referral agency.

The local offices are asked to:

1. Advise special education class instructors of the results of contacts with designated students, upon request.

2. Provide vocational aptitude testing to students in these high school special education classes when appropriate.

3. Insure that while no priority or special treatment will be given to special education class students served by the Oregon State Employment Service under this arrangement, they will be accorded equal treatment and consideration.

There are now 48 high school classes for the mentally retarded outside the Portland area, but only 20 community work experience programs in the State. Because of the geographical location of these programs, the Employment Service is involved in slightly over half of them.

A number of the graduates are gainfully employed, and when a vocational problem arises, they come back to the local ES office for help. Four students who graduated this year in Corvallis are working. In Eugene, 9 of the 11 graduates are working or are in the Armed Forces. Other schools report similar examples.

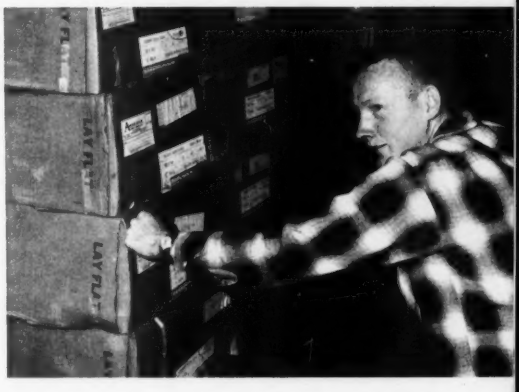
Ron is one of the graduates of this program and is now working for a large variety store. Before going to public high school, he had been in a class for students in the trainable category. Much to everyone's amazement, he was one of the first to become employed and is doing an excellent job. He was hired by the second employer to whom he was referred by the Employment Service. Ron's supervisor says he is neat, clean, dependable, and a conscientious worker and he can stay as long as he wants.

Leon, another graduate of the program, has been working for an industrial supply firm as a warehouseman since graduation in June 1965. He is now making $2.10 per hour.

Stuart graduated in the class of 1965 and is now working 6 to 7 days a week earning between $600 and $700 per month. When asked what he does with the money, he said, "I buy $100 in bonds each payday and put the rest in the bank to use in the future."

The Oregon State Department of Education has conducted a series of conferences for high school special

Fred went to work in a bakery, after high school graduation, on practically the same job that he had during the work training program.



Leon enjoys his work at a large Eugene area steel supply company which he was able to obtain as a result of the on-the-job training he received prior to high school graduation.

Stuart is enthusiastic about his employment in a large Eugene area plywood mill. Here he is feeding veneer into a press.

New Hiring Programs for Retarded

Minnesota and New York recently announced new programs for employing the mentally retarded in State Civil Service jobs. The hiring machinery differs widely in both States, but the end result is expected to be the same: greatly expanded job opportunities for the qualified retarded.

The Minnesota Civil Service Department has established a new job category of "Service Worker," including a variety of jobs the retarded can be expected to perform: manual work, food service, laundry operations, housekeeping tasks, clerical duties.

The retarded person applies not through usual channels but through the Division of Vocational Rehabilitation. The Division looks into his background and training to judge his ability to hold the job. If prospects look promising, he will be asked to appear before a board of authorities in employment of the retarded. The board's evaluation takes the place of a usual State Civil Service test. An affirmative decision by the board makes the retarded applicant eligible for appointment with the same status and fringe benefits as all other State civil service employees.

The system adopted in New York State calls for the State's Interdepartmental Health and Hospital Council Committee on Mental Retardation to compile a list of jobs in State government agencies that could be filled by the qualified mentally retarded. The lists will be distributed to all State bureaus and agencies.

Whenever a vacancy in any listed job occurs, the agency has been asked to get in touch with the Division of Vocational Rehabilitation for any possible mentally retarded candidates. If the candidate and the job seem to match, he will be hired.

In certifying the mentally retarded for State jobs, Vocational Rehabilitation takes into account such factors as their ability to perform the duties of the job, their physical qualifications, their ability to get along with coworkers and supervisors, the capacity to get to and from work, and others.

In addition to the hiring program, New York State also established its own awards program to honor the department or agency of the State doing the most to hire the mentally retarded.

About half a dozen States have already established special programs of hiring the mentally retarded in State jobs. A number of other States currently are studying ways of doing so.

After graduation from high school and the on-the-job training, Ron "on his own" applied for work through the Eugene ES office and was referred to his present employment as a busboy in a large chain variety store.

education teachers and administrators this year. A representative from the local office has been invited to be a panel member at these conferences to discuss services available from our Employment Service. The supervisor of the Services to the Handicapped Program was asked to attend one of the meetings.

Future plans depend largely on the number of new special education classes that will be started this school year. At present, there is a shortage of qualified teachers for this type of program in Oregon.

Both the Department of Education and the Employment Service administrative office plan to request reports from their local counterparts on the extent of cooperation, success, and problems. On the basis of these reports, procedural changes will be recommended as needed.

This program instills confidence, incentive, and courage in these young people and gives them a better chance to find a satisfying place in the world of work.

The students are prepared for the world of work by giving them work experience on the school premises and in private households contacted by the Special Education class instructor. The in-school work experience provides school instructors with an opportunity to explore the stu-

Training Opportunities for Retarded

Secretary of Labor W. Willard Wirtz recently signed a contract with the National Association for Retarded Children establishing an on-the-job training program to prepare 1,500 mentally retarded workers to earn a living.

The contract calls for development of training projects among large retail stores and is part of the Job Development Program designed to expand service occupations.

Trainees will be paid a minimum of $1.25 an hour by their employers. They will have equal pay and status with fellow employees upon completion of their 10-week training period.

In announcing the contract, Secretary Wirtz said:

Studies made under the Manpower Development and Training Act show that about 3 million of the Nation's mentally retarded adults can, if given the opportunity, learn the skills needed to perform worthwhile jobs.

Our challenge is to find employment for these handicapped Americans so that they may support themselves and enjoy the dignity and self-respect most of our people take for granted.

One way to meet this challenge is through bold new MDTA programs which will help people develop the abilities they have.

I commend the National Assocaition for Retarded Children for their constructive and laudatory efforts in developing this program. I also commend the trade unions in the retail industry, which have pledged their full support to this important rehabilitation effort.

This joint program will not only provide necessary work for a large number of handicapped Americans, it will also help meet today's need for trained employees in the retail industry.

The Federal Government's contribution to the cost of the program is expected to be $476,000 over the 18 months that training will be provided in various retail merchandising occupations. After the initial Federal investment, private employers will pay the total employment costs of the retarded workers who have completed training.

Trainees will be selected with the assistance of local Vocational Rehabilitation Centers and State Employment Service offices.

This is the second largest on-the-job training program for the mentally retarded approved under the Manpower Development and Training Act. The Institute of Industrial Launderers is developing training programs for 1,000 retardates among its member establishments.

dent's incentive and attitudes in relation to employment.

Job placement in the community is usually for the afternoon during the last 2 years of the advanced level of the high school program. Jobs have been found primarily in the clerical, service, processing, and miscellaneous occupations which include typist, file clerk, countergirl, waitress, motel maid, nurses aide, stock clerk, carwasher, busboy, dishwasher, mechanic's helper, laborer, sawmill and plywood worker, bagboy, warehouseman helper, and janitor. The students have proved that they can do this work successfully.

Opening Job Doors

(*Continued from page 3*)

handicapped. It is a problem in which universities, social agencies, labor and management, government, and other groups must contribute their research and understanding and make their knowledge available at all levels of society.

We in the Employment Service need to develop new tools and techniques with which to work. We need more research and data collection about the people we serve and the jobs they can fill. We need more information on how to create job readiness, both from the standpoint of useful skills and psychological adjustment, and more understanding on giving specific help to those who need it most to fit in and adjust to the world of work.

All of us concerned with manpower and the development of human resources need to know all we can learn about the alienated members of our society and how we can bring them into the mainstream of American life. It is being done, and it can be done. The time is ripe in our period of high employment to take advantage of this chance to help the less fortunate who need help get into lasting, productive work, and, in so doing, make our contribution to the Nation's well-being and progress.

Progressive Program

(*Continued from page 9*)

ment-oriented groups. They also contacted many employers personally. Newspapers picked up the story and published many editorials and news items; television and radio stations made spot announcements publicizing P.L.A.C.E.

The Unemployment Insurance managers and the Employment Service staff worked together in an all-out program to call job applicants in for reinterview and participation in the P.L.A.C.E. program. When the applicants came in, special staff were assigned to reception. The registrants were given "red carpet" service and prepared for the new approach by means of a modified job-clinic technique. Group and individual discussions helped to educate applicants in the proper manner of dress and method of approaching employers.

Referral was made with a minimum amount of screening. It was the object of this phase of the project to get every job applicant in the file out for interviews with employers. If one referral interviewer believed that an applicant was not qualified, he would be passed along to another interviewer, and so on until he was given an opportunity to be "looked at" by an employer.

This program resulted in 1,729 PLACEments. Daily results from all the offices showed an initially accelerating number of placements leveling off to a steady number of 35 to 40 PLACEments per day. While some were in the skilled categories, a large proportion were unskilled and might well not have been placed on jobs under normal operating procedures.

Employers interviewed 7,107 applicants, many of whom would not have been exposed to employers were it not for this change in procedure. While it was impossible to service the entire number of cooperating employers, the vast majority did have an opportunity to LOOK AT CURRENT EMPLOYABLES.

The public relations contacts were well received in almost every case. In addition to building goodwill for the Connecticut State Employment Service in general, the publicity has provided the necessary catalyst to increase contacts with employers which will enable the local offices to give better service to applicants on a long-range basis.

Without a base period or control group, no quantitative analysis could be made of the program. A qualitative analysis based on reactions of the staff and employers was most gratifying. The preponderance of comments indicated an overwhelming SUCCESS. Some of the comments follow:

"Placements have been made with applicants (definitely) considered 'hard to place' due to age, lack of skill, language. . . ."

"Operation P.L.A.C.E. has been a boon to the placement effort and placements are still growing."

"Intake has been much heavier to date because of the tremendous publicity on 'Operation P.L.A.C.E.' "

"The staff feels that a 'new look' at what is in the file is most beneficial in their placement activity."

Wide Range of Jobs

PLACEments were made with establishments ranging from the smallest two-man employer to the largest corporations in Connecticut. People were hired on jobs ranging from the most menial tasks to occupations requiring considerable skill and knowledge. The cooperation and scope of the P.L.A.C.E. program benefited a great many. The Connecticut State Employment Service is now servicing, on a more regular basis, a greater variety and a greater number of employers than it previously had. One of the fringe benefits of this type of program is that job applicants on all skill levels are now given greater opportunities to find suitable work.

Evaluation of the method, effort, and final results led the Employment Service to incorporate the P.L.A.C.E. techniques into the intensified job development procedures currently in operation in all local offices of Connecticut.

Deaf-Mutes CAN Be Placed

VIRGINIA GARTRELL

For many years, government agencies have worked together to achieve specific goals. But sometimes, even with close cooperation, just working together isn't enough, especially when the two agencies have offices across the city from each other. This was the case with the Florida State Employment Service special placement interviewers and the Florida State Department of Education Division of Vocational Rehabilitation workers. These two agencies, constantly working together, found that wasted time and delayed communication was deterring the efficient operation of both. Therefore, a new unit was created under the sponsorship of both. This new entity was called Work, Inc. It is about a Work, Inc., project that we offer the story of our experience with a group of handicapped people.

Group classification of handicapped applicants is difficult because handicaps are so many and so varied. But for one group, deaf-mutes, it is especially difficult, because interviewing and counseling must be done entirely in writing, and the hours fly by. Particularly difficult is communication with young deaf-mutes who have little or no work history. In such cases, it is almost impossible to do much job development for them.

Several young people in this group wanted industrial work, but, with no satisfactory method of communication, there were no facilities to give the GENERAL APTITUDE TEST BATTERY (GATB) and SPECIFIC APTITUDE TEST BATTERY (SATB) to find their potential and/or abilities to fit into job possibilities.

However, the Work, Inc., supervisor searched the area for a manufacturer who employed someone in a supervisory capacity who could communicate through the sign language used by mutes. He not only found such an employer, but he also found persons with this ability who could assist him in giving standard GATB and SATB tests.

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Deaf-mutes have made good employees at Dade Reagents, Inc. Top, at the beginner's bench. Center, a skilled worker glass blowing a pipet. Bottom, applying a decal to a pipet.

Virginia Gartrell is a Placement Specialist, Florida State Employment Service.

Dade Reagents, Inc., a glass manufacturing firm specializing in pharmaceutical products such as pipets (instruments for counting and testing blood cells) has been located in Miami for several years. From the beginning, Florida State Employment Service test-selected referrals have been the source of the greater part of this company's manpower. The employees for this company are selected with great care because of the lengthy training period—from 6 months to 2 years.

Work, Inc., contacted this employer who was known to hire handicapped people. After careful consideration of all conditions that might arise, the company decided to hire several deaf-mutes between 18 and 20 years of age on a trial basis. However, these deaf-mutes were required to meet the standards set for all their employees. This meant that they must pass the SATB test.

Work, Inc., then turned to the community at large for someone who could test these people. A church counselor to the deaf volunteered to work with the Florida State Employment Service Test Administrator. Five girls out of the first seven met the SATB requirements, were referred to the employer and all were hired, although most of them had never worked before.

An adjustment period for the girls and their supervisor was necessary. However, this rocky road was smoothed out almost from the beginning, because the supervisor had, many years ago, learned the mute sign language. She made an intense effort to refresh her memory and almost immediately was able to communicate rapidly with her workers. But another problem developed. Girls like to talk to each other. But for two deaf-mutes sitting next to each other at a workbench, all work stops when they talk to each other. With the redistribution of the deaf-mutes on the production line, this problem was solved.

Soon the company contacted the Miami Industrial Office placement specialist, requesting referral of additional deaf-mutes. Three young women were tested and immediately went to work.

To appreciate fully the unusual qualities of this job development, it is necessary to know a little about the detail of the jobs. The glass must be blown to hollow tubes, strung out to hairlike threads, cut to specified lengths, and made hollow. Later, minute decals must be placed on the length of the pipet in order to identify the blood cell count.

Several of the girls hired who later became skilled in this work had been thought to be retarded until someone communicated with them in their own language. The supervisor started each girl on the simplest task—promoting her to more responsible work as she was able to perform her duties.

A year and a half has passed since the Work, Inc.-Dade Reagent project was started. The company is pleased with its deaf-mute employees. They make good workers who assume their responsibilities and readily get along well with other workers. The employer says, "We will take more of them as you have them ready."

The Florida State Employment Service Miami Industrial Office no longer has any problem in testing deaf-mutes and has no hesitancy in referring the deaf for other industrial jobs requiring test-selected applicants.

Secretary of Labor Wirtz accepts the 1965 President's safety award for Federal agencies with less than 10,000 employees. The Labor Department also won the award in 1963, received honorable mention in 1959. The Mission Safety–70 goal is to reduce work injuries by 30 percent by 1970. To accomplish this goal, each employee must perform his duties in the safest possible manner, encourage fellow employees to work safely, and report all safety hazards to his supervisor immediately.

MDTA Project Helps Retarded Toward Work

WALTER S. BENZIE

Instructor Mrs. Delia Patten, left, supervises the training in a sewing class. Each of the girls made the dress she is wearing.

Instructor George Crabtree watches as two trainees do a cutoff on the bench saw.

Two trainees load an electric dishwater under the guidance of instructor Mrs. Eva Estey.

Life has become more meaningful and chances for employment more promising for 26 young men and women in Bangor, Maine, because of an experimental Manpower Development and Training Act project for the retarded. These young people, many of whom also have physical limitations, are now approaching the end of a 45-week special training program.

Selection and referral of the trainees for this special course were conducted by the Bangor office of the Maine Employment Security Commission. It was of necessity a slow and thorough process and subsequently justified by the fact that only 1 dropout has been reported from the original class of 27. The trainees have made remarkable progress in the key areas of instruction—basic remedial training in academic studies, prevocational training coupled with social adjustment, and selected vocational training. The overall results to date are very encouraging.

For example, 19-year-old Pamela was not gifted with the general scholastic and athletic abilities possessed by her brothers and sisters. Her formal education ended in the seventh grade, and there were no facilities available for special education in her hometown. As it became increasingly difficult for her to cope with her environment, she acquired a negative attitude with no alertness to work functions. Today she has a more realistic appraisal of her abilities as well as her limitations, and is

Walter S. Benzie is Employment Counselor II, Bangor local office, Maine Employment Security Commission.

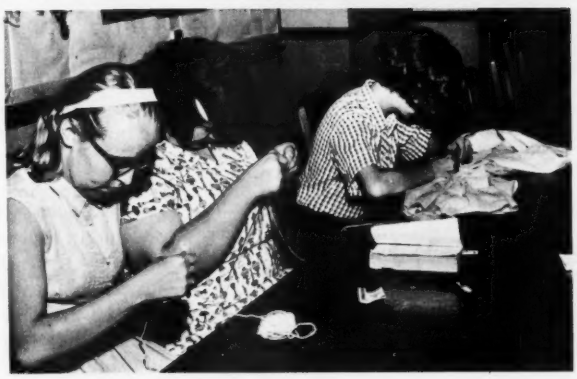
At work in the general shop.

Learning to face plane in the training class.

quite alert to work responsibilities. The special training she has received has brought about the personal adjustment so necessary in grooming her for a job, probably in the field of personal services.

George was a high school senior when he contracted encephalities, a disease that enflames and destroys the brain cells. He was hospitalized for 3 years, barely able to walk or talk. But he refused to quit, and when he left the hospital in 1961, he taught himself to hobble about. His speech, however, remained unintelligible, and because of his serious limitations, he frequently experienced emotional tension. After 40 weeks of special training, coupled with considerable speech and physical therapy, there is a remarkable physical change in this young man who is now 28. He speaks distinctly and walks with reasonable certainty. He now has a burning desire to locate a suitable job so that he may become independent and live a normal life. The outlook is promising that he will get the opportunity this year, probably in building and ground maintenance or sales work. George's greatest asset as he faced these many barriers to employment was his strong motivation. Doctors have described his progress as "amazing." He says, "They told me that I'd never be able to do anything. They were wrong."

Twenty-five-year-old Ruby is another trainee who now has ambitions for complete independence, something that was fartherest from her thoughts when she was referred to training last October. Mildly retarded, she is also



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Learning to knit and sew are part of the MDTA training for girls.

partially paralyzed. A year ago she had no hope for a job, and as a member of a large family, was resigned to being a domestic at home. Her working habits and personality were very good; but she lacked motivation which apparently had never been encouraged. However, today Ruby has no desire to return to a rural environment as an "at home" domestic, but rather wants employment in personal services in a large community. She has acquired confidence in herself, and knows that she can do quality work. She has amazed many in recent weeks with her display of unusual judgment—judgment that had been considered beyond her capacity. The employability changes are remarkable in this young woman as she looks for the opportunity to prove her abilities in the months ahead.

How It Happened

How did this MDTA project at the old Harlow Street School come about? Actually there were many factors involved before the bell rang for the first class of trainees.

In the summer of 1964, Federal funds were made available to the Department of Vocational Rehabilitation to explore the development of training opportunities for the Nation's mentally retarded. These funds were transferred to the National Association for Retarded Children.

At that time, an official of the National Association contacted interested people in Bangor. This contact supplied the impetus that eventually put the plans into motion. The initial funds were exhausted in late 1964 and the continued operation of the program was passed to the U.S. Department of Labor.

When it was learned that funds would be available for this project under MDTA, further organizational meetings were held in the early summer of 1965. Joint responsibility for operations was then placed with the local Employment Service office and the Bangor School Department. Original guidelines suggested by the National Association for Retarded Children were followed in formulating the experimental program.

There are approximately 30,000 retarded persons in Maine. More than 85 percent of those of working age in 1963 had IQ's between 50 and 70. Their educational achievement was generally below the eighth grade level. Many are from low-income families which depend upon local welfare agencies for assistance. The nature of this assistance does not tend to alleviate the need for special care for the retarded, at least from the standpoint of rehabilitation.

Experts in the field agree that many retarded can be trained for unskilled, semiskilled, and service jobs in which abilities other than high intelligence are most significant. The mentally retarded have been most successful in jobs that consist of repetitive routine tasks which change little from day to day. Such jobs could include janitor, charwoman, maid, yardman, groundkeeper, nurseryman, and landscaper, as well as many occupations in the health field.

These facts offered considerable support to a need for a training program of a local nature, geared to the immediate expected labor needs of the area and the physical and mental limitations of the applicants.

A Joint Venture

A multioccupational MDTA program was developed in Bangor as a joint venture. Professional people directly involved with the program included the superintendent of Bangor School Department; the manager and employment counselors from the Bangor local Employment Service office; and the program coordinator and guidance counselors in the school program. Close cooperation also was provided by the Division of Vocational Rehabilitation counselors and the high school principals and guidance counselors.

The goal was to demonstrate through this program that, with adequate vocational training, mentally retarded people can perform duties required in some specific occupations. The objective was to assist the individual to improve his capacities, develop his self-reliance, open new avenues of experience, and thereby enrich his everyday living.

The curriculum was planned to give the individual full opportunity to express himself in classroom activities. The vocational training was concentrated in three areas—domestic dayworker, groundskeeper, and building maintenance man. The first 15 weeks of the 45-week course would be devoted to basic remedial education, social living, and prevocational training for all enrollees. The remaining time would be used in specialized training to prepare students for a specific job in line with their aptitudes and interests.

The basic remedial education curriculum included refresher arithmetic (whole numbers, common fractions, and basic units of measure), reading, spelling, English (vocabulary building, letter writing, conversation), and family living (health, arts, and crafts). Classes were held also in exploring the world of work, trade, and industry.

A Home-Like Classroom

The domestic workers are trained in a completely furnished bedroom with necessary cleaning equipment available for student use. Instruction is given in cleaning and dusting; household furnishings, floors, hallways, and lavatories, and in making and changing beds. In another room, a completely furnished kitchen that had originally been used as a modern home economics classroom provides the equipment necessary for instruction in bulk food cooking, serving meals, washing dishes, and washing and ironing clothes. Training has also included the care of children in the home and observing safe practices and procedures.

Specialized training in the groundskeeper course included orientation and familiarization with the work, equipment involved, and specific duties. Students learn to maintain and protect grounds surrounding buildings of an industrial or business concern, race track, or other property; to mow lawns, trim driveway and sidewalk edges, using rakes, spades, and hoes. They may also be involved with planting and caring for flowerbeds, selecting flowers and bushes to be planted, and taking

charge of landscaping duties. Actual landscape projects have been initiated for this class for local public buildings. During the winter months, students shovel snow from driveways and sidewalks and spread sand, salt, or ashes to prevent accidents.

Training for building maintenance man includes orientation and familiarization with various pieces of equipment. Instruction is provided in maintaining an office building, factory, apartment house, or similar structure in good repair, performing painting, carpentry, and other required activities in maintenance and in making minor repairs to mechanical equipment commonly found in such buildings. A modern woodworking shop provides saws, planers, drills and some power tools for this class.

Classes are scheduled daily from 8:30 a.m. to 3 p.m., Monday through Friday. Vacations correspond with those arranged for all schools in Bangor. A coordinator, guidance counselor, and four teachers selected by the Superintendent of Bangor Schools form the staff. Finding satisfactory professional personnel, especially those interested in this kind of program, was not an easy task. The school department provides educational and guidance services, plant facilities and supplies, and all instructional materials. School authorities counsel each individual in such matters as cleanliness, development of correct attitude, and consideration for the rights and property of others.

Must Suit Individual Needs

It has been necessary to deal with each trainee individually concerning his educational needs. Teaching materials must be adapted to the mental capacity of the trainee. For example, the local daily newspaper and a well-known mail-order catalogue were well adapted to serve as textbooks in teaching the economics of everyday living. Prearranged recreation periods, held in a well-equipped room with a large collection of modern musical recordings, have helped to develop group expression and group participation.

The Maine Employment Security Commission was responsible for the recruitment, selection, and referral of trainees for this program. The procedures involved were in some situations time consuming but rewarding. In many cases, it was necessary to contact school authorities to track down early elementary school records. In many of the referrals, it was necessary to consult with the family physician to determine health history and present physical condition.

Careful Selection

Joint interviews were scheduled for applicants with the employment and school counselors before referral to the school was approved. The accepted referral always reflected the combined judgment of several people; final approval was given by the Selection and Referral Officer. At all initial interviews, one or both parents, or the legal guardian, were present. Parent participation was an essential part of the processing. The cooperation of Vocational Rehabilitation counselors, welfare workers, and school guidance personnel was invaluable. A total of 30 applicants, ranging in age from 16 to 27, were screened for the program.

Half of the enrollees, especially those living beyond daily commuting distance, had problems concerning living arrangements. The practical solution was to find satisfactory boarding homes in the Bangor area. Through the interest and concerted efforts of a local group, Eastern Maine Friends of Retarded Children, suitable living arrangements were made.

Most of the students living in boarding homes have displayed remarkable self-reliance when placed "on their own." This improvement, in turn, has been beneficial in their training.

The school authorities feel that they have gained experience in this pioneer program which will help in developing another of the same type. They believe that the training course might be shortened in some aspects. They are convinced that it would be difficult for most of this group to compete for jobs in the existing job market. The development of some type of sheltered workshop appears to offer the best solution in providing a satisfying type of gainful employment within the range of their individual capacities. The type of work situation developed should strive to give them that feeling of dignity and pride of accomplishment that self-achievement can provide.

Epilepsy Victims To Receive Job Help

More than 1,200 persons afflicted with epilepsy will be assisted to find employment in a pilot training program supported by the Federal Government, Secretary of Labor W. Willard Wirtz announced recently. There are an estimated 2 million persons with epilepsy in the United States, 400,000 of working age. Their unemployment rate is estimated to be from 15 to 25 percent.

The Epilepsy Foundation has been awarded a 2-year contract for $302,100 to operate "employment facilities centers" in Atlanta, Chicago, and San Antonio. The goal of the project is to help disabled persons who are unemployed to reach their full potential by drawing on the full range of resources of established community service agencies. The Foundation will create the employment centers and prorate the contract funds, $272,100 for vocational school training, and $30,000 for on-the-job training.

The city centers will identify and assist about 400 persons in each of the 3 cities. A minimum of 200 persons in each city will be placed in jobs during the period of the contract. Half will be trained through vocational schools, and half will be placed directly on the job for their training.

The Foundation will work in cooperation with the U.S. Employment Service and affiliated State Employment Services, the Vocational Rehabilitation Administration, and existing community resources, including other voluntary agencies.

Labor-Management Cooperation in Employment of the Handicapped

JAMES M. BRIDGMAN

The U.S. Public Health Service estimates that 22 million Americans "have some chronic condition which limits their ability to work, keep house, or pursue outside activities." The key word in that statement is "limits." Everyone of us has "limits" to his capacities and abilities, and I like to look upon these limits as a matter of degree. Those people who are technically classified as "handicapped" may be more limited in some ways than you and I, but the main point is that, hopefully, they can be productive citizens.

It is a fact of life in business and industry today that decisions regarding employment and placement of the handicapped are not solely within the jurisdiction of management. Where agreements between organized labor and management exist, several critical points enter the picture—especially regarding seniority. And, of course, the cooperation of labor is also essential to a successful program for the handicapped, even when labor is not organized.

I would like to discuss some of these critical points and illustrate them with examples from the Burroughs Corp.—with which I am most familiar. Most of these comments apply regardless of whether the particular enterprise happens to be unionized.

James M. Bridgman is Vice President, Industrial Relations, Burroughs Corp., Detroit, Mich.

First, a spirit of cooperation on the part of the workers cannot be generated overnight; but it cannot be generated *at all* unless a start is made sometime.

Company Practice

It has been a practice at Burroughs for years, without diluting job requirements, to find employment for individuals who have become handicapped through occupational or non-occupational injuries or illnesses, as well as for individuals who were not previously employed by the corporation.

E. N. Ewald is responsible for maintaining extensive records concerning disposition of government- and company-owned property, equipment, and fixtures, and the internal procurement of office equipment at Burroughs Corp. in Paoli, Pa.

Here are some typical examples: In 1950, through the League of the Blind, the company employed a young lady who is legally and industrially blind. She had received rehabilitation training through the League prior to employment. She satisfactorily performs work involving the assembly of small components of various forms and sizes into subassemblies.

A 36-year-old victim of multiple sclerosis was employed in 1956 as a senior draftsman. He is responsible for coordinating and processing all drafting changes in parts lists. Although his mobility is restricted and he must use braces and a cane, he is not deterred in his normal work assignment. His performance is above average and no special training or supervision is required. He gets to and from work in a hand-controlled automobile.

In 1957, a World War II veteran who had lost his right arm was referred to Burroughs by an employee. He was hired and now is responsible for the records concerning disposition of Government- and company-owned property, equipment, and fixtures. He performs his job satisfactorily

Jacqueline Converse, who is industrially blind, is employed by the Burroughs Corp. in Plymouth, Mich. Here, she is rodding and stacking, by hand, machined parts used in the manufacture of business machines, in preparation for later broaching and grinding operations.

without the use of an artificial arm or appliance.

In 1959, Burroughs employed a writer who is confined to a wheelchair as a result of polio. He has been promoted to editor and is currently responsible for preparing software literature for customers and the corporation on the data processing equipment. His performance is outstanding, and he has continued a self-improvement program in his field through special training programs and courses.

These are merely a few of the hundreds of handicapped persons who do a good job for themselves and who are doing a very good job for Burroughs.

Success Based Upon Understanding

I think that one of the keys to our current success is that the employment of handicapped workers is a long-standing practice at Burroughs, and our employees have grown to accept it and to accept those who have handicaps. I would not want to imply, however, that there have been no problems involved in such a practice. There are many problems. For example, an employer must exercise extreme care and good judgment in hiring handicapped persons, and in reassigning those who become handicapped while in the company's employ. Employing the handicapped is not and must not be looked upon as a charity. For their own well-being and that of their fellow employees, handicapped persons must be assigned jobs that they can do—and do well. Because we believe that this is a valid principle, we have not allowed any fanfare or special publicity to enter into the assigning of a handicapped person to a job. We treat such assignments as normal and routine matters—which they are for us. In other words, we have found that the best procedure to pave the way to the handicapped person's job success is to do nothing special with respect to his new work assignment.

Some Key Problems

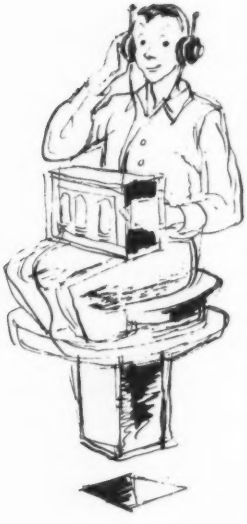
Some key problems in employing the handicapped are peculiar to unionized enterprises. Although national union leaders endorse the action of employing handicapped people, problems still remain at some local levels.

In the first place, seniority rules or practices may cause differences of opinion regarding the placement of handicapped people out of line of seniority. Also, some local unions may object to downgrading an employee when he can no longer perform his routine work duties after being disabled. And, disagreement may develop between local union leadership and management concerning differing medical opinions regarding the physical capability of an impaired employee.

Many of the conflicts inherent in these problems can and should be anticipated in contracts between labor and mangaement. We recently reviewed provisions of 10 such labor agreements which dealt with this subject. These contracts involved the automobile, aerospace, and computer industries among others.

Seven of the ten agreements had provisions allowing special consider-

(*Continued on page 43*)



Group discussions draw opinions and feelings f
youth had little previous opportunity to spe
are often heated and lively, and are an i

Reach for Tomorrow—
Through Vocational Guidance

ngs from JOBS trainees. Counselors say that many of the
o speak out on their beliefs. Discussions like the one above
an important part of attitudinal change.

The first National Vocational Guidance Week will be observed throughout the Nation, October 23–29, 1966. This week has been set aside to let the American people know what vocational guidance is, and how it helps both youth and adults to make sound career choices in keeping with their abilities and interests. It aims to let all people know where counseling and career guidance services can be obtained, and the need for such services in our rapidly changing economy.

The week's theme, "Reach for Tomorrow—Through Vocational Guidance," highlights the importance of having aspirations toward which one can grow; of setting career goals for realization in the future. It also suggests the need for guidance at various stages of an individual's working life when outside forces such as illness or automation necessitate a change in occupation.

National Vocational Guidance Week is sponsored by the National Vocational Guidance Association, a division of the American Personnel and Guidance Association, and its local branches throughout the Nation.

The observances of the week will be conducted nationally and locally. At the national level, activities will be directed toward the use of mass media—TV, radio, newspapers, and magazines—to reach a broad spectrum of the public. At the State and community level, the focal point of leadership will be the State and local branches of the National Vocational Guidance Association and its parent organization, the American Personnel and Guidance Association.

The local observances will include programs on the subject of vocational guidance conducted by the local NVGA and APGA branches, parent-teacher associations, civic groups, labor and management organizations, and other appropriate groups. In each community, special events such as essay contests, job fairs, awards, library projects, and career days will take place. TV, radio, and newspapers will be used to disseminate information on career planning, training, job opportunities, explanations of the processes of vocational guidance, and the availability of local guidance services.

The local Employment Service offices are certain to cooperate fully with the NVGA to help make the week a success with lasting results. Vocational counseling is an integral and growing part of ES services, particularly in the efforts to fully develop human resources, in work with the disadvantaged, and in the general consideration of people for training and jobs. A strong spotlight on vocational guidance for a week should help the ES reach far more persons who want and need such help.

The ES counseling leadership was active in forming the National Employment Counseling Association, a new division of the APGA. Most ES counselors are members of this new division and the APGA as well.

Each local office is urged to work closely with the leaders and members of their local NVGA and AGPA branches. Many promotional ideas and plans for the week are available from them. Local offices also will create ways of their own to promote Vocational Guidance Week, to help further this highly important service that can mean so much to so many people.

Adoption Program—aid to the handicapped

ISADORE MORANTZ

A major factor in the successful placement of the severely handicapped in Massachusetts is the "adoption" program used by Employment Service counselors and placement personnel. Initiated in the middle 1950's by the Worcester local office as a National Employ the Handicapped Week promotional activity, it is an informal and flexible technique used in many variations.

The "adoption" technique varies from office to office, but basically, it involves the following steps taken prior to NEPH Week:

1. Registration cards of handicapped applicants are taken from the active file and set up in a special file which is retained throughout October.

2. Each counselor and placement interviewer "adopts" several of these applicants and assumes responsibility for promoting their employment through current job orders and intensive job development efforts.

3. When an "adopted" applicant is placed, another applicant is selected so that each staff member may be responsible for as many as 12 applicants during the month.

4. An achievement chart is posted on the employee bulletin board where an individual tally of placements accomplished by each participating staff member is recorded.

An evaluation of this technique showed a considerable increase in placements of the handicapped. The success of this endeavor is due particularly to the quality of the placements of the severely handicapped.

The following is illustrative of a handicapped applicant "adopted" by both the Employment Counselor and an employer:

Richard, a personable 22-year-old youth lost both legs when struck by a train at the age of 3, but adapted readily to artificial legs. His scholastic achievement was not good, however, and he had no interest in further education. He was ultimately referred to the local office employment counselor for assistance. His initial counseling interview revealed that he was unrealistic in his job planning and was inclined to underestimate his physical limitations.

Richard was immediately "adopted" by the counselor. Intensive job development efforts resulted in his placement as a deburrer with a company specializing in microscopic deburring on missile parts. The employer's intense personal interest in Richard was instrumental in effecting beneficial changes in his personality, work habits, and attitudes. As business increased, Richard was given more and more responsibility, and within a year was promoted to foreman.

(*Continued on page 67*)

Governor John A. Volpe presents a Citation for Meritorious Service to Elizabeth Accorsi, a blind typist employed by the Massachusetts Division of Employment Security. Her supervisor, Samuel Bartlett, is at left and the agency Director J. William Belanger is at right.

Isadore Morantz is State Supervisor for the Handicapped, Massachusetts Division of Employment Security.

Employer Action Seminar on Employment of the Handicapped

PAUL T. DAVIDSON

The first Employer Action Seminar on Employment of the Handicapped in New Mexico was held on January 21, 1966, at the University of New Mexico. Planning had begun in October 1965 when the New Mexico Employment Security Commission met with the Governor's Committee on Employment of the Handicapped and the New Mexico chapter of the American Society for Personnel Administration.

To select the employers to be invited to the seminar, the local and Governor's Committees on Employment of the Handicapped, the New Mexico Personnel Association, and local Employment Service offices were asked to nominate employers who had had experience with handicapped employees. About 100 leading employers from 9 of the largest communities were selected from this list, and invitations sent directly by the Governor. To strengthen the academic orientation of the meeting, the seminar was held at the University of New Mexico.

Paul T. Davidson is Chief of Technical Services, New Mexico Employment Security Commission, and Executive Secretary of the Governor's Committee on Employment of the Handicapped.

The principal objectives of the seminar were to:

1. Learn from employer experiences in hiring the handicapped.
2. Clarify some of the problems, real, imagined, and suspected, regarding employment of the handicapped.
3. Provide information on New Mexico's Workmen's Compensation Law and second injury legislation.
4. Develop an increased awareness of the need for selective placement.
5. Motivate employers to adopt hiring policies based solely on the ability of the job applicant to do the job.

The all-day seminar was planned to permit maximum participation by each employer in the discussion and resolution of some of the problems involved in the employment of the handicapped. A panel of experts in each field answered questions and clarified issues. Each panel included an employer who was invited to share his experiences and to bring into discussion any problems which he felt needed to be resolved. There was a minimum of formal presentations and a maximum of open discussion.

Positive action programs recommended at the seminar included:

1. More use of community resources to place the handicapped properly, including vocational rehabilitation services and the New Mexico State Employment Service.
2. Greater publicity on the existence of a second injury law and fund in New Mexico.
3. More use of certificates of preexisting disability by employers hiring the handicapped.
4. Additional consideration by employers of job engineering techniques in order to place the severely disabled properly.
5. Expansion of in-plant training and skill retention of workers who become disabled on the job.

Following the seminar, a detailed report of the proceedings was published and distributed to each employer who attended. Others who are interested in the topics discussed will be provided a copy by local offices of the State Employment Service.

The discussions and recommendations of the seminar have resulted in the adoption by the companies represented of positive, permissive policies which allow more handicapped jobseekers to obtain useful employment.

Forty percent of the 100 employers adopted written employment policies which in essence provide for hiring applicants on the basis of ability without regard to their physical condition.

Annual Meeting of President's Committee on Employment of the Handicapped

THURZA M. YOUNG

Approximately 3,000 persons from all parts of the Nation and 9 foreign countries interested in rehabilitation and employment of the handicapped gathered in Washington, D.C., for the annual meeting of the President's Committee on Employment of the Handicapped, April 28–29, 1966. Representatives from Australia, Brazil, Canada, Great Britain, Hong Kong, Israel, the Netherlands, Norway, and Venezuela, and 21 members of the Oklahoma State Legislature were in attendance.

Stressing this year's theme "What's New For the Handicapped?" the purpose of the meeting was to exchange viewpoints and ideas, learn of new developments, and discuss additional ways of promoting the hire-the-handicapped program to assure the continuation of progress.

The overflow crowd, including many handicapped, at the opening session was welcomed by Harold Russell, Chairman of the President's Committee.

Secretary of Commerce John T. Connor was the keynote speaker and also introduced Vice President Hubert Humphrey who represented President Johnson.

Secretary Connor suggested that the Committee be renamed the President's "Committee on Employment of the Specially Able." He said that today's complex industrial society has an infinite variety of job possibilities affording the opportunity to all to specialize and find their particular niches. He said the term "handicapped" not only discourages employers but also "doesn't help the mental outlook of the people the program is attempting to help."

Vice President Humphrey said that opening new doors to the handicapped, whether the handicap is physical, mental, or the result of poverty, is "urgently essential."

In behalf of the President, Mr. Humphrey presented the annual awards of the Committee. The first, "Handicapped American of the Year," went to 40-year-old Robert J. Smithdas who is both blind and deaf as a result of spinal meningitis at the age of 5. Through special training, faith in himself, and his own determination, he was able to overcome this seemingly insurmountable handicap. For several years, he has been one of the top executives of the Industrial Home for the Blind in Brooklyn as Director of the Deaf-Blind Program where he counsels similarly afflicted persons. His speeches urging employment for the handicapped are heard by many thousands of persons throughout the country each year. (For details, see p. 24.)

The inspiring story of this man's lifelong struggle and accomplishment had been related to the gatherings by Walter Cronkite, CBS news correspondent. Mr. Smithdas "heard" this "Tribute to Courage" as a companion translated the words into the palm of his hand.

Winners of the writing contest received their awards from Vice President Humphrey. Left to right: Claude Callegary, National Commander, DAV; Barbara Jean Chance, and Curtis Buttler Eaton, tied for fifth place; Robert Lynn Downey, fourth; Vice President Humphrey; Elizabeth A. McLane, third; Ingrid Marie Peterson, second; and Ann Dautrich, first.

Thurza M. Young is on the staff of the EMPLOYMENT SERVICE REVIEW.

Mr. Humphrey also presented awards to the six national winners in the "Ability Counts" writing contest. These young people had competed with many thousands of juniors and seniors from public, parochial, and private schools in 48 States, the District of Columbia, and the Virgin Islands. The theme on which they wrote was "What Handicapped Workers Are Contributing to My Community."

The contest is part of the President's Committee's educational program aimed at making people aware of the problems faced by the handicapped in obtaining employment, efforts being made to help them become contributors to the life of their communities, and the accomplishments of many severely disabled persons.

Entrants make independent field trips to local offices of vocational rehabilitation agencies, the State Employment Services, and local places of employment to interview employers, handicapped workers, labor officials, and others.

The first prize, the $1,000 Judge Robert S. Marx award, named after the first National Commander of the Disabled American Veterans, went to Ann Dautrich of Granite High School in Salt Lake City.

Other national winners were: Second, Ingrid Marie Peterson, Boise High School, Boise, Idaho—$600; third, Elisabeth A. McLane, Barnstable High School, Hyannis, Mass.—$400; fourth, Robert Lynn Downey, Preston Community High School, Preston, Iowa—$300; and a tie for fifth, Barbara Jean Chance, Frankfort High School, Frankfort, Kans., and Curtis Buttler Eaton, Rogers High School, Newport, R.I.—$100 each.

All prize money was contributed by the DAV. A plaque was sent to the high schools represented by the national winners.

The first place winners from every participating State attended the awards ceremony through the courtesy of the AFL–CIO State federations and councils.

The theme for next year's writing contest is "Handicapped Workers . . . Community Assets."

Distinguished Service Awards were presented to John B. Danby, managing editor of GOOD HOUSEKEEPING MAGAZINE, New York, N.Y., for his many years of outstanding service to the hire-the-handicapped program; and to Mrs. Ester Van Wagoner Tufty, Washington-based newspaper correspondent, for her leadership in the program since its inception in 1947.

Panel discussions during the 2-day meeting covered Project Earning Power; Homemaker and Handicaps; New Developments in Employment of the Mentally Restored; New Developments in Employment of the Mentally Retarded; What's New for the Handicapped in Vocational Rehabilitation; The Antipoverty Program—a Wealth of Employment Programs for the Handicapped; The Hidden Bonus—Increasing Employability of the Handicapped Through Federally Financed Training; Education—a Sound Basis for Rehabilitation; and How Science Aids Employment of the Handicapped.

A wheelchair sports demonstration by several young men and women from the United States team was one of the highlights of the meeting. The sports events included archery, 25-yard dash, slalom race, shuttle relay, shotput, and weight lifting. There are 2,500 wheelchair athletes participating in competitive events in the country.

LABOR MANAGEMENT

(*Continued from page 37*)

ation to be given to employees who become incapacitated as a result of injury or illness. All seven stipulated that the employee be able to meet the requirements of the new job to which he is reassigned. In four of these seven agreements, the employer was empowered to reassign incapacitated employees without involving the union. In the remaining three agreements, the contracts required the consent of company and union.

Three of the ten agreements examined had no provisions for special consideration; but, since these were national agreements, this matter may have been handled in local agreements, which we did not examine in our study.

In Burroughs' case, our hourly rated employees in the Detroit area voted for representation in 1963. During the contract negotiations that followed, two unique provisions were agreed upon that affect the jobs of handicapped employees.

One of these deals with "compensable illness or injuries." This provision states that, "if an employee is disabled by a compensable *occupational* injury or illness during the course of his employment with the company and consequently is unable to perform his regular work, the company shall have the right to place such employee on any job without regard to the seniority provisions of this agreement. The union shall be notified whenever such an exception is made."

The second unique provision in our agreement with the union deals with "major physical disability." In brief, this provision gives the company the right to find suitable employment for an employee who has been disabled, but the union may exercise a veto in such cases.

The provision states that, "if an employee being laid off has an incapacitating major physical disability which would seriously interfere with the employee's ability to be hired elsewhere, the company shall have the right to retain such employee at work for any period without regard to any seniority provisions. Whenever an employee is being retained out of line of seniority under this provision, the union shall be notified in advance of the employee's identity and the nature of his disability. If the union so requests in writing, any exceptions made in accordance with this provision shall be discontinued as soon thereafter as the necessary arrangements can be made."

During the 2 years since the ratification of our agreement, we have had no protests from the union concerning the placement of disabled employees out of line of seniority. We believe that this is due to the excellent attitude of our employees regarding employment of the handicapped over the years.

Employment for the Mentally Retarded in England

WALLACE W. TAYLOR
and ISABELLE W. TAYLOR

A widening concern for the handicapped and their potentialities for a happy, useful life includes not only those with physical handicaps but also those with limitations in mental development. One criterion of successful adjustment is the ability to perform useful work, to get and hold a job, whether in a sheltered workshop or in the open job market. A job in the open market represents a final stage in the habilitation or rehabilitation of the handicapped individual, and it has now become an objective for many persons of limited intelligence who previously were considered primarily a social burden. The emphasis in England on placement in open employment is a reflection of a social goal to enable as many handicapped persons as possible to live in the normal community, or to make a successful return to the community when they have been hospitalized or institutionalized for a period of time.

In discussing the mentally handicapped in England and Wales, three different levels of mental ability can be distinguished: (1) the dull or slow or backward youngster with an IQ from 75 to 85, who would be found in the "D-stream" in the regular school; (2) the educationally subnormal (ESN) youngster with an IQ from 50 to 75, which we commonly refer to as the educable mentally retarded, found in either a regular or special school; and (3) the so-called "mentally subnormal," with an IQ below 50, found either in a special training center or in a mental hospital.

Help in securing employment can come from several different sources: (1) the youth employment service provided by the Ministry of Education as part of the general education services, in which the youth employment officer works in collaboration with the medical and teaching staff of the school; (2) the Disablement Resettlement Officer of the Ministry of Labour if the young person is registered as severely handicapped; and (3) various voluntary agencies concerned with the mentally handicapped.

The dull or educationally subnormal youngster, of course, has greater employment problems if the mental handicap is combined with emotional instability or a physical handicap, such as paralysis or epilepsy. A youth with multiple handicaps is likely to be placed on the register for handicapped persons maintained by the Ministry of Labour, which indicates that the disability has existed for at least 12 months and that the person concerned does have the potentialities for employment. For those so registered, it is the Disablement Resettlement Officer who helps them to find appropriate training and employment.

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This article is based on a study of rehabilitation services for the physically handicapped youth and young adults which will be published in December 1966 by the International Society for the Rehabilitation of the Disabled.

The registered mentally handicapped who have been found hard to place have characteristics such as poor educational achievement, poor emotional control, lack of vocational training, lack of general knowledge, resentment against authority, and poor work habits. Research over the last decade, however, has indicated that many of these characteristics are modifiable or reversible.

Wide Diversity of Jobs

Information concerning the work adjustments of youngsters aided by school staff and youth employment officers in finding jobs is provided by some local education authorities who have made special followup studies. For example, the Cheshire Education Committee has found some encouraging evidence of improved employment opportunities for dull and ESN school leavers (those who have completed their period of compulsory schooling by age 15 in the regular school, and by age 16 in the special school). Although some jobs previously thought suitable for them have declined in demand, such as domestic service, or have increased in responsibility, such as agriculture, the increasing breakdown of industrial jobs into routine processes has increased the scope of employment for the less able. Boys may enter apprenticeships to learn such trades as plumber, bricklayer, electrician, and slaughterer. Among factory jobs they can manage are assembly work, cratemaking, boxmaking, electroplating, battery filling, weaving, shoe pattern cutting, mineral water bottling, tanning, casting, and textile finishing. In distribution trades, they can deliver bread, milk, coal, groceries, and meats; they can act as dairy assistant, warehouse assistant, butcher's assistant, or van boy. Other activities include brickmaking, creosoting, asphalt and pavement laying, refuse collecting, shoe repairing, farming, market gardening, window cleaning, and poster writing. They can also serve as parks assistant, deck and cabin boy on canal transport, builder's laborer, kitchen hand, and poultry keeper.

The list for girls is somewhat less diversified. In catering and domestic service, they can work as apprentice confectioner, cake and biscuit maker, cafe assistant, kitchenhand, pie packer, bakehouse assistant, waitress, or domestic. In the field of textiles and clothing, they might become a machine operator, packer, silk worker, weaver, or knitter. In a factory, they could put salt into potato chips, repair sacks, make brushes, electroplate, make artificial teeth, make boxes, strip tobacco, make umbrellas, wind coils, and gum carbons, besides doing general factory work. Other activities include shop and laundry work, typing, operating office machines, gardening, delivering bread and milk, or becoming an apprentice hairdresser. There is, of course, some overlapping with the occupations available for boys and men.

One is impressed by the total diversity of the occupations indicated here and there are still more. From discussions with staff members of the Ministry of Labour, the Cheshire Education Authority learned that in general it is more difficult to place ESN youngsters under 18 than ESN adults over that age.

As other studies have indicated, factors which prevent dull or ESN youngsters from holding a job are lack of punctuality, absenteeism, failure to adjust to fellow employees or employer, inability to assume responsibility, unreliability, personality defects due to emotional instability, and lack of knowledge or skill. On the other hand, those who do succeed in a job situation are found to have characteristics such as good character and personality, ability to get along with their fellows, attention to detail and standards of performance, regard for rules and regulations, general emotional control, and ability to learn from experience. Actually, the factors making for job failure and success are basically little different from those for employees in general. It is increasingly recognized that the negative characteristics are not necessarily associated with low mental ability as such. Even lack of knowledge or skill can be offset by appropriate training for realistic job reqiurements.

At present, about 80 percent of the ESN school leavers in England and Wales are placed in unskilled jobs. The remaining 20 percent go to sheltered workshops. For most of the ESN school leavers in urban areas, factory work proves most suitable because of several factors: (1) the work is repetitive and therefore minimizes learning handicaps; (2) wages are good; (3) supervision is good; (4) there is companionship; and (5) there are opportunities for different kinds of unskilled work and for promotion to semiskilled work. For women, routine domestic work in hospitals or canteens is also found appropriate. Favorable placement records along these lines are reported from many special schools for ESN youngsters which have made followup studies of their school leavers.

Home-Life A Big Factor

Placing the ESN youngster is only part of the problem. Since many of them have no homes or extremely adverse ones, they need the background of stability provided by small hostels or adequate foster homes. As relatively few of the latter can be found, there is an urgent need for hostels. As early as 1892, some small hostels were established to take what were then called feebleminded older children and adolescents out of the workhouses with the intention of training them—boys chiefly for work on the land and girls for domestic service—and trying to establish at least some of them as independent citizens. Recent investigations in Lancashire have indicated that about 1/16 of the ESN school leavers have need of hostel service. On this basis, it appeared that for the whole of Lancashire County as many as 400 hostel places might be needed.

Hostels are also needed for the more severely retarded returning to the community from institutions. Hostels housing 20 to 30 young adults are sometimes provided, staffed by a married couple acting as house parents, and (in the case of boys) with a male nurse who acts as employment officer, social worker, and supervisor. The town councils provided the young men with all types of work, chiefly as garbage collectors, sewage workers, and domestic workers. Such hostel accommodations will undoubtedly be needed more and more as the number of the

severely subnormal are found capable of open employment.

It has been estimated that, under conditions of full employment, at least 20 percent of the adult defectives formerly classified as imbeciles may be capable of securing and holding employment in the open job market. A recent report concerning the record of 60 subnormal people of both sexes, who worked side by side with normal employees in a Middlesex factory, indicated that their accident rate was considerably lower than that of the other employees, as was the rejection rate for their finished articles, perhaps because the task at hand demanded all their concentration. An item in the *Times* Educational Supplement commented that: "Young people so placed were very proud of the position they had reached and immensely stimulated, so that at times the daily output of some individuals had been so high as to threaten the negotiated wage for a particular job."

In the past, the hospital training of the subnormal patients was not always closely related to the kinds of work available to them on discharge. Farm labor and making of shoes by hand are less suitable in an increasingly mechanized age than the performance of routine factory operations. Many subnormal hospital patients go out daily to paid employment as domestic workers in hospitals, hostels, and private homes, or as factory or farm workers. In some areas, these workers live in a hostel supervised by a hostel warden, rather than in a hospital. Here they pay for board and lodging, buy their own clothes, and arrange for their own vacation activities. Others under guardianship hold resident positions or live with friends and travel daily to work. Social workers from the mental hospital or from the local health authority visit them regularly and help them to maintain their stability and develop self reliance. The local health authority is responsible for those living in the community under guardianship, and gives advice and help to the person concerned or to his family.

Mentally Subnormal Can Do Productive Work

Research indicates that most able-bodied persons who are severely subnormal mentally (below the ESN classification) are capable of productive as opposed to occupational work designed primarily to keep them busy. The limits to learning skills are found to be less rigid than formerly assumed, even in these individuals, for 10 percent of the mentally subnormal once classified as imbecile now find some form of employment. At a 1960 conference at Reading University, Mrs. W. Curson, Senior Inspector of the Ministry of Health, explained how severely retarded children could be taught to perform industrial operations when these were broken down into simpler separate operations.

There is other evidence that increasing numbers of mentally subnormal persons are finding employment in the open job market. The Disablement Resettlement Service of the Ministry of Labour places more mentally handicapped persons each year. In 1961, this service placed about 500 mentally subnormal persons in employment, and a followup inquiry in 1962 revealed that two-thirds of them were still in satisfactory employment. The Birmingham Education authority produced data in 1956 showing that at that time 20 percent of their "imbecile" children eventually found gainful employment. Another report on patients from the Monyhull Hospital who were working in open industry indicated that 29 percent of those working in ordinary jobs were labeled "imbeciles," and were earning regular wages. Gunzburg, an authority in this field, reports that in one study of 321 patients discharged from a hospital for the mentally subnormal, it was found that 78 percent were employed after an average period of 5 years after discharge; 72 percent of the dull normal (70 plus IQ); 79 percent of the "feebleminded" (50 to 79 IQ); and 75 percent of the imbeciles (35 to 49 IQ). "These figures support the clinical experience that a low IQ complicates the issues but does not decide them." Surveys of employer opinions about the work of subnormal employees agree that in unskilled work the failure rate is no greater, and perhaps smaller, than that of ordinary workers.

A Case In Point

In London in 1961, at a European congress on the mentally handicapped, Gunzburg gave an example of a severely subnormal youth, long institutionalized, who was enabled to make an effective adjustment to a normal work environment:

"Freddie, an imbecile youth with an IQ of 33, had always been in institutions. He was a good, reliable worker, but simple, facile, childish in judgment, and overdependent. The work he was able to do in the hospital—floor sweeping, making tea, tidying up—could also have been done outside in a factory, but for the obvious difficulties of travel, adjustment to a new environment, new people, and the apprehension one has naturally when exposing such a person to the dangers in a busy city. Nevertheless, he was found a factory job, and careful training began. He was taught how to use public transport, though it involved changing buses. He could have done it in different ways, but he was instructed to use only one particular service, though this entailed waiting and therefore earlier departure to be on time. He also knew that he had to enter the factory by a particular door, painted green, and where to collect his cleaning materials and where to start work. He was a tremendous success at the factory and was a great relief to the manager, who had had a succession of most unsatisfactory cleaners with, presumably, much higher intelligence. Today, 5 years after his discharge, Freddie is still in remunerative employment, earning between 6 and 7 pounds and living at home.

"Freddie has been trained to move in a particular groove and as long as no obstacle occurred, he was, and still is, quite a success in his limited sphere. If the particular bus service he used had failed to function on a particular day, Freddie would of course have waited at the bus stop all day. If the door he recognized as his factory gate had been painted from the familiar green to an un-

accustomed blue, Freddie would probably have remained in the street and not turned up for work. Contingencies like these are the exception and not the rule, and it is better to plan in such a limited way with some hope of success, than to omit limited training because it cannot cope with the immense number of unforeseeable occurrences which might arise at any moment."

In conclusion, Gunzburg summarizes the point of view he has long stressed in the training of the subnormal. "Education for the young adult must therefore give up the pretense of being another, simpler form of the usual educational curriculum, and it must also give up aping the formal school program designed for normal children by cutting it down and watering it down to the mental age level of the young adult. The academic work, the three R's, reading, writing, and arithmetic, must serve directly the overall aim: social education." Emphasis must be given to relationships with people and the learning of appropriate social behavior in a variety of common everyday situations.

It is hopeful to find that research, experimental programs, and followup studies indicate a widening range of useful occupations available for those with limited mental endowment. But even more important is the increasing evidence that many more of the severely subnormal than previously thought can, with adequate help, become self-sufficient and productive members of the normal community. As with other forms of disability, there is not only the unmeasurable increment in human happiness, but also the new gain to society when people who otherwise could be lifelong wards of the family or of the institution can be salvaged as useful members of society.

Experimental and Demonstration Projects for . . .

Employing the Handicapped

CURTIS C. ALLER

In this time of accelerated economic activity, many people remain unemployed because of one or more handicaps. Frequently, this reflects not any limitation on the productive potential of the handicapped, but existing hiring practices which restrict their job opportunities.

Depending on the disability and assuming proper training, counseling, and opportunity, undoubtedly any number of jobs could be held by these people. Indeed, some jobs can be done best by persons with particular handicaps.

The U.S. Department of Labor is sponsoring research to demonstrate that many of the handicapped can be gainfully employed when placed in the right job. The Department is also seeking to develop new and improved techniques of training and placing people with a range of handicaps. Though much of this research conducted with grants administered by the Office of Manpower Policy, Evaluation and Research is in early stages, preliminary results are of considerable importance.

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The shoe shop is part of the vocational rehabilitation for the mentally disturbed.

Projects completed or underway are concerned with the mentally retarded, physically handicapped, epileptic, and mentally ill. Often an individual may have several handicaps. For example, facial disfiguration may not be a significant handicap in itself, but personality problems that may have developed as a result of the disfigurement may be a serious handicap in employment. Some of these projects are designed to work with people with muliple handicaps, including social and cultural disadvantage.

A major problem in our society today is mental illness. Nearly half of all hospital beds in the United States at any one time are occupied by the mentally ill, and nearly all the cost of major mental illness is paid for out of public funds. Too often, mental patients have been released from a hospital only to return because of their inability to find jobs and adjust to a nonhospital environment. Many more could be released if jobs were available to help them adapt to life outside the hospital. Indeed, a sizable manpower pool undoubtedly resides in our mental hospitals. Many of these people are well enough to be released, but will not be until they can be utilized.

One project is attempting to find jobs for patients before they are released and to provide counseling on the job. It was anticipated that this effort would demonstrate that patients could be released in fairly large numbers to lead productive lives.

This project, conducted by Colorado State University at Fort Logan Mental Health Center (State hospital), weaves vocational counseling into the fabric of therapy in order to facilitate a successful transition from the hospital to life and work outside.

Although the project was originally designed to serve 150 patients, 469 patients actually participated. Of these, 150 were placed directly; 63 were placed in MDTA classroom training projects, and 58 were placed in on-the-job training programs. A majority of the patients participating had completed high school.

As part of the experimental design, one group received vocational counseling in conjunction with the hospital psychiatric team. The other group was counseled without coordination with the medical staff. Curiously, the patients in the second group seemed to be more successful in both finding and holding a job. Those who found employment without significant help were more successful at work than those who first went into training. Unlike the MDTA experience of the nonhandicapped, those in institutional MDTA programs seemed to be more successful in finding and holding jobs than those who were placed in on-the-job training.

Yohannes Giday, senior interpreter of the Supreme Court at Addis Ababa, Ethiopia, is using a braille typewriter provided for him by the Watertown, Mass., Lions Club and the Perkins School for the Blind through arrangements by the Committee for the Handicapped of the People-to-People Program.

He is able to make his own way.

As with all experimental and demonstration projects, the object was not primarily to obtain results in terms of placing people, but to gain experience and knowledge that would be more widely applicable. This project showed, for example, that, because of time and other pressures, the local employment office tends to spend less time with former mental patients than they really need to achieve satisfactory placement and job adjustment.

Some of the highly trained participants in this project needed only counseling. Others needed considerable training. Many obtained good jobs in such occupations as bookkeeper, marble finisher, upholsterer, welder, furniture repairman, and draftsman.

This contract is being followed by another to evaluate more closely the results of the initial work done in the program and to add some new features. Among these, is a work program in a marble quarry; patients work and train during the day and return to the hospital at night. In this way, they gradually adjust to working and living on the outside while they acquire some work experience and training.

Another significant program is demonstrating that epilepsy, properly controlled, should be no bar to gainful employment. The chief problem is to persuade employers to

(*Continued on page 50*)

Self-Employment For the Handicapped

G. R. PETERSON

Picture these people in your mind.

A rugged Iowan, husband and father of two sons, tied to a wheelchair after his neck was snapped in a motorcycle race. A man who had made his living as a well digger no longer able to work at jobs that involve physical exertion. An attractive, teenage girl, once looking forward to life without limitations, now restricted by partial blindness. A spirited high school student, paraplegic following a diving accident.

Are they hopeless cripples—hiding in darkened rooms or shying away from society, never again to be active participants in life? Definitely not! These individuals, and dozens more whose physical problems range from cardiac to quadraplegia, are back facing life as enterprising breadwinners in their own businesses.

They are part of a mushrooming business group known as Community Business Services Associates. CBSA owner-operators—now functioning in approximately 20 States—offer medium and small communities, and their citizens, efficient big business techniques previously not available to individuals, groups, and businesses.

They make copies of letters, documents, school report cards, business forms. They offer financial statement services to the corner druggist, the local bootery, the feed and grain dealer. They provide mailing lists and mailing services. They offer laminating services. They provide inexpensive, illuminated, point-of-sale advertising. They rent visual projectors and make and sell projection transparencies.

Many Ingredients

What started this group of physically handicapped on their way to a richer and more productive life?

G. R. Peterson is CBSA Promotion Coordinator, 3M Co., St. Paul, Minn.

Herb Kiessling, Richfield, Minn., a paraplegic following a diving accident, runs through some transparencies he has prepared for his overhead projector.

William G. Crooks, Boone, Iowa, forced to retire from heavy construction work because of a cardiac condition, uses an infra-red machine to copy a document for a customer.

Carol Smith, Watertown, S. Dak., who was left with limited vision after an illness, copies a page from a bound volume with a dry-photo copy machine.

Many ingredients were involved: A few individuals, some Federal-State agencies, a corporation, citizens eager to help when they are informed, and, *most important of all,* the desire of the handicapped themselves to reenter a fuller, more productive life.

The idea for CBSA originated with Hugh J. MacLeod in the laboratory of the 3M Co. in St. Paul. He had done field sales work for several firms and had been assistant director of Vocational Rehabilitation for Minnesota, so he was acquainted with the operations of big business and the employment problems of the handicapped. He created the CBSA concept of making available the efficient business practices of large corporations to the thousands of medium and small sized businesses in smaller communities.

Into this idea, the 3M Co. put capital in developing an exhaustive set of operating manuals, in creating a complete marketing approach, and in hiring and training its special field staff. The CBSA program is administered by the Visual Products Division of the 3M Co.

Still missing, however, were sociological know-how and financial backing for purchase of initial equipment and supplies. To date, both have come from the same source: Various federally funded State agencies, such as the Division of Vocational Rehabilitation. VR counselors, supervisors, and directors knew both the problems of the handicapped and the difficulty of finding "vehicles" to reestablish the handicapped as functioning members of society.

Another vital element in the success of an undertaking such as CBSA was community support. It has been given willingly to help handicapped individuals who have a will to succeed and take up the challenge of daily, competitive living.

National Recognition

The CBSA program, field tested in Minnesota, was announced nationally at the 1966 annual meeting of the President's Committee on Employment of the Handicapped in Washington, D.C. It was commended by Vice President Hubert Humphrey, Secretary of Commerce John Connor, and Harold Russell, Committee chairman.

It has been described by one individual as a program in which everybody benefits: The handicapped individual, who once again is a breadwinner; the community, which has access to needed services and additional tax dollars; the Federal-State agencies, which see the opportunity of "closing their books" on a previously dependent person; and the corporation, which has found "new routes to new markets" while participating in a program that offers economic opportunity to qualified handicapped people.

EXPERIMENTAL PROJECTS

(*Continued from page 48*)

accept epileptics for employment and to overcome the fear and stigma that have been associated with this disease over the years. Though in a very early stage of development, this program holds a great deal of promise.

Projects dealing with the mentally retarded vary from efforts to develop training and placement techniques for use with the severely retarded to those attempting to demonstrate the feasibility of employing mentally handicapped in jobs for which they are qualified. A project sponsored by the San Diego County Association for Retarded Children has progressed sufficiently so that some observations can be made. Of the first group of 36 trainees in the project, 19 have been placed and have been able to stay on the job long enough to indicate a high rate of stability. A person who is mentally retarded often will be content with a necessary but boring task that would be too dull to the average worker.

Programs for the physically handicapped are generally designed to devise ways in which these people can more readily be prepared for meaningful, full-time employment. Also included are programs designed to work with disadvantaged delinquents and other individuals whose handicaps are not easily recognized or defined, but who have serious problems that bar them from employment. In all of these programs, it has become apparent that the handicapped, like the nonhandicapped, often require special training and special consideration.

The research being conducted demonstrates that despite the barriers to their employment, many can be placed in worthwhile jobs. Once employed, they make a significant contribution to the economy and society. In the right jobs, many may be better workers than persons who are not handicapped.

Worker Attitudes in Job Seeking

HAROLD L. SHEPPARD

Public and private organizations involved with today's manpower problems, along with the social science research community, are coming to the realization that they must join forces to learn more about these problems if practical solutions to problems are to be found. A recent study of the W. E. Upjohn Institute for Employment Research conducted in close cooperation with the Erie local office of the Pennsylvania Employment Service agency, and sponsored by the U.S. Department of Labor, is an example of a joint effort to further our know-how and knowledge in the field of employment.

The study was based on the assumption that the jobseeking behavior of unemployed workers—and their job-finding success—may be influenced by factors other than skill level, age, and employers' hiring requirements—the usually investigated barriers to employment. These factors include the nature of the jobseeking behavior itself, which, in turn, is affected by the social-psychological characteristics of workers.[1]

The ability to identify these characteristics is important as one basis for determining the amount and kind of attention each job applicant requires. A major step in meeting the new challenges associated with "human resources development" would be to develop in ES personnel and those in other manpower organizations the specific skills for identifying and dealing with individual workers who exhibit social-psychological characteristics that operate as barriers to effective jobseeking.

Applicants who walk into a local ES office are more than skilled, semiskilled, or unskilled; young or old; Negro or white. They are human beings with fears, anxieties, and hopes, with positive or negative attitudes toward themselves, with certain "maps" in their heads about the job market and their chances in it.

The following social-psychological characteristics of a sample group of workers who had been unemployed at some time between January 1963 and the early fall of 1964 were considered in the Upjohn study:

1. Achievement *motivation*
2. Achievement *values*
3. Job interview anxiety

Although these were previously regarded as intangibles which could not be measured, the Upjohn research project developed techniques for their measurement and also demonstrated the relationship of these tendencies to the jobseeking behavior of unemployed workers, and to their jobfinding success—the real payoff.

Based on the research and theories of David McClelland of Harvard University, the concept of *achievement motivation* (measured through projective tests) refers to an individual's willingness to persist and excell in situations that can lead to success or failure. The Upjohn project is probably the first to apply this theory, as well as the two other above mentioned concepts, to the study of the job hunt.

The concept of *achievement values,* based on the research and writings of Bernard Rosen of the University of Nebraska refers to degree of passivism vs. activism, belief in the efficacy of personal planning, etc. It seems to be more directly related to economic and occupational success than achievement motivation, which is a much more general tendency involving the possibility of striving for success in noneconomic, as well as economic, spheres of behavior. Achievement values are measured by a person's agreement or disagreement with a series of statements.

Probably all human beings have experienced fear and nervousness in varying degrees about being interviewed for employment. Dr. Lawrence Littig of Howard University

Dr. Harold L. Sheppard is with the W. E. Upjohn Institute for Employment Research, Washington, D.C.

[1] *The complete study on which this article is based will be published this year under the title of "The Job Hunt: Job-Seeking Behavior of Unemployed Workers in a Local Economy," by Harold L. Sheppard and A. Harvey Belitsky (Baltimore: Johns Hopkins Press)*

developed a number of questions for this project to measure *job-interview anxiety* adapted from previous research on students' anxieties about test taking.

The usual tendency has been merely to label some of our hard-core unemployed as "poorly motivated" without seeking to verify such judgments. More important is the widespread doctrine that nothing can be done about poor motivation. What the Upjohn study has demonstrated, we believe, is that "motivation" and "anxiety" can be identified and measured. Further, a growing number of behavioral scientists are convinced that techniques can be developed for *changing* the attitudes and motivation of such individuals. A truly comprehensive manpower development program should include the use of such techniques.

Of course, environmental and economic forces, and the personal characteristics and jobseeking behavior of the unemployed, are interrelated and, in a complex way, affect an individual's success in finding employment. In the period covered by our research, the economy—both local and national—was undergoing a rapid shift from high to low rates of unemployment. In this study, we concentrated on the personal and behavioral or social-psychological aspects of job-seeking. About 300 blue-collar men workers who had been—or were still—unemployed were interviewed and asked the following questions:

1. How soon they started searching for a new job after becoming unemployed.

2. How many jobseeking techniques they used (checking newspaper ads; applying directly at companies; using public or private employment agencies; etc.).

3. Whether they applied only at those companies which they believed to be actively seeking new employees or checked from company to company without such prior knowledge.

4. Whether they sought jobs in occupations which were "really different" from their regular occupations.

5. If reemployed, how they first learned about, or obtained such new jobs.

Jobseeking behavior of workers in our sample varied. Some started their research for new jobs within a few days after becoming unemployed; others waited much longer; and some did not look at all. Some workers checked primarily with those companies they had heard were looking for new employees, while others went from company to company. Some workers tried, other did not, to find jobs in occupations that were "really different." Some used few jobseeking techniques, others used many. Some workers found their new jobs through the Employment Service; others, through friends and relatives, or direct company application.

While all of the specific jobseeking behavioral patterns were related—in varying degrees—to success in finding jobs, we were interested primarily in discovering whether such patterns were rooted in social-psychological characteristics. Some of the important findings on this questions are:

A. Achievement Motivation

1. Nearly two-thirds of the workers expecting to return to their old jobs nevertheless sought new employment prior to callback. This group was characterized by a higher degree of achievement motivation than the one-third who did not look at all.

2. The amount of time the jobseeking group waited before starting their search also was related to achievement motivation: 55 percent of the workers with high achievement motivation, and 39 percent with low, started their job hunt within a day after becoming unemployed.

3. Another group in the sample was under greater economic pressure to seek new jobs than the workers described above because most of them had not expected to be, and indeed had not been, recalled to their old jobs when interviewed. For them, the decision to look or not to look for jobs was not as clearly related to achievement motivation, but the amount of time they waited before starting their job hunt was found to be so related.

Among the workers not called back but who looked for new jobs, the men with high motivation waited an average of 4.7 days to start their job hunt, in contrast to an average of 5.9 days for those with low motivation.

4. Workers with high motivation visited an average of 9.3 companies in the first month of unemployment, compared with only 5.6 companies contacted by workers with low motivation.

5. Also related to achievement motivation were:

(a) The tendency among workers not called back to old jobs to check with out-of-town companies for new jobs.

(b) An effort to obtain employment in occupations really different from their usual type (even the *number* of such "really different" jobs was related to degree of motivation).

(c) The total *number* of jobseeking techniques used.

(d) The likelihood that direct application to employers, rather than use of the Employment Service, was the source of success, if any, in obtaining a new job. Skill level and age were not related to how workers found new jobs.

6. Finally, among workers over 21 who were not called back to their old jobs, it was shown that there is a relationship between achievement motivation and job-finding success: 79 percent of workers with high motivation and 64 percent with low motivation had found jobs when interviewed.

7. Among workers who graduated from high school, job-finding success was high, *regardless* of achievement motivation. But, even though a high school education assured an unemployed worker a greater chance for finding a new job, the higher his achievement motivation, the sooner he started his job hunt, and the shorter his duration of unemployment.

B. Achievement Values

While achievement motivation may affect an individual's activities in spheres unrelated to the world of work, it appears that achievement *values* are more directly involved in

(*Continued on page 67*)

Training Helps Handicapped Workers Get Jobs

HUBERT L. REEVES

When asked if he would "do it all over again"—a reference to his MDTA training—Philip P. answered: "I wouldn't hesitate for a moment; it's the best thing I ever did in my life."

Philip P. is 25 years old and working on his first real job. A warm and personable young man, Philip weighs 102 pounds, is 4 feet 10 inches tall, and is handicapped by a spinal curvature which has left him with a marked deformity. He is also a Negro. Before enrolling in an MDTA training project for automobile mechanics, Philip was receiving public assistance. His total work experience consisted of 6 months as a packer for the Welfare Rehabilitation Center, and 1 year as a part-time sales clerk in a hardware store at $20 per week.

After Philip completed his MDTA training course, the Illinois State Employment Service placed him with a foreign car dealer. Philip said, "Then I really had to start learning, because working on foreign cars is different from American cars, but I never could have done it if I hadn't learned the basics in the MDTA training." Soon he had sole responsibility for the final checkout and approval on all new cars, as well as the installation of all accessories.

Philip had always been interested in auto mechanics but previously had never had enough self-confidence to pursue this interest. He now is earning $2.26 per hour and is looking forward eagerly to purchasing an automobile, something which he never dreamed would be possible for him before he enrolled in the MDTA course.

Philip's case illustrates how the MDTA program has helped thousands of handicapped persons to obtain desirable employment as well as an added feeling of dignity and security.

Of the 323,600 trainees who had been enrolled in MDTA institutional training courses by the end of April 1966, about 24,000, or slightly over 7 percent were handicapped.[1] In general, the handicapped trainees were older, and had less formal education and longer periods of unemployment than the average of all MDTA trainees.

Ten States accounted for almost half of all handicapped enrollees. The largest numbers were in Pennsylvania (2,177), California (1,650), and New York (1,487). Illinois, Ohio, Michigan, and Massachusetts each had enrolled between 1,000 and 1,100 handicapped persons. Three other States—Indiana, Kentucky, and Missouri—each had over 600 handicapped trainees. A number of States have developed special MDTA institutional training projects for mentally retarded and other handicapped persons.

Occupational Objectives

Some 40 percent of the handicapped trainees were enrolled in courses leading to skilled jobs and another 20 percent for semiskilled occupations. Courses for clerical and sales and service occupations accounted for about 16 percent and 11 percent of the handicapped enrollees, respectively. About 8 percent trained for semiprofessional jobs and 4 percent for agricultural occupations. In comparison with the overall MDTA program, greater proportions of trainees with handicaps had enrolled in skilled and semiskilled occupational courses and relatively fewer were in the professional-managerial, clerical-sales and service categories. The ratios of agricultural trainees were about the same for the handicapped and nonhandicapped groups.

Courses in which the largest numbers of handicapped males had enrolled were general machine operator, automobile mechanic, welder (all types), automobile-body repairman, cook (hotel and restaurant), janitor, draftsman, automobile-service-station attendant, electrical-appliance serviceman, electronics technician, and automobile-service-station mechanic. The female handicapped trainees were concentrated largely in courses for stenographer, clerk-typist, general office clerk, nurse aide, and licensed practical nurse. Other occupations for which significant numbers of persons with handicaps were being trained include programer, television

[1] *All data in this article are cumulative from September 1962 and based on reports processed through April 30, 1966.*

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Characteristics of Handicapped Trainees Enrolled in MDTA Courses, September 1962 through April 30, 1966

Characteristics	Total		Male		Female	
	Number	Percent	Number	Percent	Number	Percent
Total enrolled	23, 965	100. 0	19, 566	81. 6	4, 399	18. 4
Family status:						
Total [1]	23, 841	100. 0	19, 461	100. 0	4, 380	100. 0
Head of family or household	15, 714	65. 9	13, 722	70. 5	1, 992	45. 5
Other	8, 127	34. 1	5, 739	29. 5	2, 388	54. 5
Age:						
Total	23, 965	100. 0	19, 566	100. 0	4, 399	100. 0
Under 19 years	1, 917	8. 0	1, 470	7. 5	477	10. 2
19–21 years	3, 921	16. 4	3, 235	16. 5	686	15. 6
22–44 years	13, 610	56. 8	11, 319	57. 9	2, 291	52. 0
45 years and over	4, 517	18. 8	3, 542	18. 1	975	22. 2
Education:						
Total [1]	23, 817	100. 0	19, 445	100. 0	4, 372	100. 0
Less than 8th grade	2, 434	10. 2	2, 164	11. 1	270	6. 2
8th grade	3, 393	14. 2	3, 019	15. 5	374	8. 6
9th to 11th grade	7, 695	32. 3	6, 381	32. 8	1, 314	30. 1
12th grade	8, 670	36. 5	6, 614	34. 1	2, 056	46. 9
Over 12th grade	1, 625	6. 8	1, 267	6. 5	358	8. 2
Years of gainful employment:						
Total [1]	23, 733	100. 0	19, 376	100. 0	4, 357	100. 0
Less than 3 years	5, 847	24. 6	4, 192	21. 6	1, 655	38. 0
3–9 years	7, 086	29. 9	5, 487	28. 3	1, 599	36. 7
10 or more years	10, 800	45. 5	9, 697	50. 1	1, 103	25. 3
Labor force status prior to enrollment:						
Total [1]	23, 553	100. 0	19, 226	100. 0	4, 327	100. 0
Unemployed	21, 297	90. 5	17, 479	90. 9	3, 818	88. 3
Family farmworker	360	1. 5	350	1. 8	10	0. 2
Reentrant to labor force	479	2. 0	224	1. 2	255	5. 9
Underemployed	1, 417	6. 0	1, 173	6. 1	244	5. 6
Duration of unemployment:						
Total	21, 297	100. 0	17, 479	100. 0	3, 818	100. 0
Less than 5 weeks	5, 540	26. 1	4, 704	27. 0	836	21. 9
5–14 weeks	4, 695	22. 0	4, 008	22. 9	687	18. 0
15–26 weeks	3, 053	14. 3	2, 578	14. 7	475	12. 4
More than 26 weeks	8, 009	37. 6	6, 189	35. 4	1, 820	47. 7
Race:						
Total [2]	22, 553	100. 0	18, 464	100. 0	4, 089	100. 0
White	18, 516	82. 1	15, 398	83. 3	3, 118	76. 3
Nonwhite	4, 037	17. 9	3, 066	16. 7	971	23. 7

[1] Not available for a limited number of trainees.
[2] Excludes 1,412 trainees for whom data are not available.

Source: USES and State Employment Services.

service and repairman, office-machine serviceman, carpenter, landscape gardener, general farmer, groundskeeper, upholsterer, maintenance man, and farm-equipment mechanic.

Personal Characteristics

Over 80 percent of the handicapped trainees were males, whereas men accounted for barely 60 percent of all MDTA institutional enrollees. Similarly, substantially larger proportions of the trainees with handicaps were heads of families and primary wage earners than MDTA trainees as a whole. Approximately 46 percent of the handicapped had 10 years or more of previous work experience as against 25 percent for the entire MDTA program.

Only 24 percent of the enrollees with handicaps were under 22 years of age, compared with 38 percent of all MDTA trainees. At the other end of the scale, some 25 percent of the handicapped trainees were between 35 and 44 years of age and 19 percent were aged 45 and over, whereas just 16 percent and 10 percent of all trainees were in these age brackets.

Increased emphasis on providing basic education, where necessary, apparently has been particularly valuable to handicapped trainees, whose educational attainment is generally below that of all MDTA trainees. Approximately 25 percent of the enrollees with handicaps, but only about 16 percent of all MDTA trainees, had no more than an eighth grade education. As in other MDTA groups, female handicapped trainees generally had more schooling than the males. Fifty-five percent of the women, compared with 41 percent of the men, had a high school education or better.

Statistical Data

Nine out of ten handicapped trainees included were unemployed prior to enrollment; the remainder were underemployed persons, family farmworkers, and reentrants to the labor force. Better than average success has been achieved in reaching handicapped persons who had been out of work for long periods of time. Some 52 percent of unemployed handicapped enrollees, compared with 45 percent of all unemployed MDTA trainees, were classified as long-term unemployed, i.e. without jobs for 15 weeks or more. Moreover, 38 percent of the jobless trainees with handicaps fell in the very long-term unemployed category—those out of work for 6 months or more—as against 31 percent of all enrollees.

Nonwhites continue to be represented in relatively smaller numbers among the handicapped trainees than among all institutional enrollees. For example, 18 percent of the handicapped trainees, compared with 31 percent of the total MDTA enrollment, were nonwhites. Almost 25

(*Continued on page 57*)

MANPOWER TRENDS

MAJOR AREAS REFLECT FAVORABLE JOB SITUATION

An all-time high of 140 areas were rated as having low or moderate unemployment in the August classifications of the 150 major labor areas regularly surveyed by the U.S. Employment Service and affiliated State agencies, compared with 131 the year before. The three areas added to this group moved from substantial to moderate unemployment (3 to 5.9 percent of the work force)--Wheeling, Scranton, and San Diego. All had been substantial labor surplus areas for 6 years or longer. Seasonal factors reduced the number of areas of low unemployment to 57--the most since the inception of the present classification system, except for May 1966, when 59 areas were in this group. Knoxville shifted from moderate to low unemployment, whereas Columbus (Ga.), Grand Rapids, and Lorain-Elyria moved from low to moderate joblessness. Major areas with substantial unemployment totaled 10, compared with 19 a year earlier.

NEARLY 1.2 MILLION JOBS AVAILABLE THROUGH EMPLOYMENT SERVICE IN JULY

Some activities in local offices of the public Employment Service system slackened seasonally in July, as compared with June. Despite the drop of 11.1 percent to 739,100 over the month, job openings received from employers nevertheless were 3.3 percent above last year and the highest for the month since 1951. New applications of jobseekers declined nearly 32 percent following the usual May-June peak of young entrants to the job market. The number of new applicants resumed a general trend downward, dropping 5.2 percent from last July to 896,200. Placements by local Employment Service offices declined nearly 12 percent from June to July, but were only slightly below a year earlier at 548,700. While there was a 2.4 percent decline in openings remaining unfilled at the end of July compared with the end of June, they increased a sharp 42.5 percent from July 1965 to a total of 428,700. Interarea recruitment of workers by the Employment Service also declined seasonally in July. About 49,100 openings--11.5 percent fewer than in June--were placed in the system in an effort to find workers in other areas. Compared with July a year ago, however, job openings for which local workers were not available were 72 percent greater. For industrial occupations, openings increased 143 percent from last July; for clerical and sales, nearly 83 percent; for service, 33 percent; and for professional, technical, and managerial, 16 percent. Over half of the openings placed in interarea recruitment were for industrial work-

ers and nearly a third were for professional, technical, and managerial personnel.

TOTAL EMPLOYMENT AT RECORD IN JULY

Between June and July, total employment (including self-employed, household domestic, and unpaid family workers) increased nearly 700,000 to 76.4 million, an all-time high, 1.6 million above July 1965.

IMPROVEMENT IN UNEMPLOYMENT OVER YEAR

After a large rise in June, when record numbers of teenagers entered the summer job market, total unemployment declined seasonally in July by 650,000 to 3.2 million --400,000 below a year earlier. Approximately 1.0 million men, 870,000 women, and 1.3 million teenagers made up the unemployed, of whom about a fourth were nonwhite. Most were looking for full-time work.

The seasonally-adjusted unemployment rate of 3.9 percent was not significantly changed from the May and June rate of 4.0 percent, but was down sharply from 4.5 percent in July 1965. For the second successive month, unemployment rates for men 25 years and over and for married men edged upward and were accompanied by the third consecutive monthly rise in the jobless rate for blue-collar workers--developments which are presumably tied to the slow-down in auto production and early model changeovers. Rates of unemployment among other groups in the labor force remained virtually unchanged over the month. However, for the major age-sex groups and for workers in most nonfarm occupation and industry groups, jobless rates were down from last July. Long-term unemployment, at 0.6 percent of the labor force in June and July, was at its lowest since January 1954.

NONFARM PAYROLL EMPLOYMENT IN STRONG UPTREND

Nonfarm payroll employment, which usually declines in July, decreased 250,000 from June--150,000 less than seasonal--to 63.8 million, but gained 3.1 million over the year. Factory jobs rose more than 1 million over the year, while the service-producing industries all continued their rapid expansion, with increases of nearly 500,000 each in trade and miscellaneous services and 575,000 in State and local governments.

JULY FACTORY JOBS CONTINUE AT OVER 19 MILLION MARK

Manufacturing employment dropped by about 100,000 from its all-time high in June of nearly 19.2 million, with practically all of the decline in transportation equipment attributable to early model changeovers in the automobile industry. Gains from last July were concentrated among production workers, whose employment totaled 14.1 million in July, up nearly 800,000 from a year earlier. The average factory workweek, up 0.2 hour from last July, was 41.2 hours, including 3.7 hours of overtime--the highest for July since the series began in 1956.

MDTA Institutional Training Highlights

	Cum. Total	FY 1966	FY 1965	FY 1964	FY 1963
Approved projects (Sept. 1962–May 30, 1966)	8,584	2,832	2,437	1,851	1,461
Total trainees approved	490,177	159,842	166,583	109,316	54,436
Enrolled in training (estimated)	400,000	160,000	139,000	68,000	38,000
Completed training (estimated)	213,000	87,000	75,000	42,000	9,000

Employment status of graduates (March 1963–December 1965)	
Follow-up reports received	103,238
Obtained employment since training	91,788
No employment since training	11,460
Occupations with largest enrollments (September 1962–May 30, 1966)	
Stenographer-secretary	25,094
Machine operator, general	19,998
Nurse aide-orderly-psychiatric aide	19,760
Typist and clerk-typist	19,046
Welders	18,011
Automobile mechanic	17,135
Nurse, licensed practical	14,414
Automobile-body repairman	8,985
Clerk, general office	7,525
Cooks	6,977
State agency selection and referral activities (June 1962–May 1966)[1]	
Screening interviews	2,605,055
Counseling interviews	800,974
General aptitude tests	338,869
Specific aptitude tests	365,531
Proficiency tests	47,878
Referred to training	478,120

[1] Includes ES activities for OJT.

Trainee characteristics	Cum. percent	Cal. 1966 percent
Male	59.9	58.3
Head of family or household	53.5	55.4
Nonwhite	31.8	34.7
Eligible for allowances	69.1	82.3
Public assistance recipient	10.2	11.0
Duration of unemployment, total	*100.0*	*100.0*
Under 5 weeks	31.9	35.1
5–14 weeks	23.7	26.3
15–26 weeks	13.4	13.3
27 and over	31.0	25.3
Years of employment, total	*100.0*	*100.0*
Less than 3 years	37.9	36.0
3–9 years	37.3	38.5
10 or more years	24.8	25.5
Age, total	*100.0*	*100.0*
Under 19 years	14.9	11.8
19–21 years	23.3	22.0
22–34 years	35.2	37.7
35–44 years	16.2	17.0
45 years and over	10.4	11.5
Education, total	*100.0*	*100.0*
Less than 8th grade	6.6	6.5
8th grade	9.3	9.9
9th to 11th grade	33.6	34.4
12th grade	44.0	42.3
Over 12th grade	6.5	6.9

States with over 14,000 trainees in approved projects

California	50,426	Michigan	21,219
New York	43,511	Massachusetts	18,277
Illinois	31,573	Connecticut	14,976
Ohio	24,688	New Jersey	14,917
Pennsylvania	24,489	Texas	14,887

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percent of all handicapped women enrollees, but only about 16 percent of the handicapped men, were nonwhites.

About 87 percent of the enrollees with handicaps obtained employment after training, which compares favorably with the 89 percent of all MDTA graduates who found jobs. Furthermore, at the time of last contact (often a year after training was completed), some 71 percent of the handicapped graduates were employed, only slightly below the 75 percent of all persons completing MDTA courses. However, the overall rate for handicapped trainees masked differences among some specific groups. Nearly three-fourths of the men trainees with handicaps found employment, as against a little under two-thirds of the women. Also, the employment rate of handicapped white workers who completed their MDTA training was 72 percent, whereas for nonwhites it was 66 percent.

Prior to their MDTA training, 24 percent of the handicapped graduates earned under $1.25 per hour, 44 percent received hourly wages ranging from $1.25 to $1.99, and 32 percent had earned $2 or more per hour. After completing training, only 10 percent were in the less than $1.25 per hour bracket, while 54 percent earned between $1.25 and $1.99 per hour, and 36 percent held jobs paying $2 or more per hour—slightly better than the all-trainee average.

Rehabilitation By Way of Cooperation

HENDRIK D. MUGAAS

Carrying out the joint responsibility for services to the handicapped requires continuing cooperation by the State Employment Services and the State Divisions of Vocational Rehabilitation, as well as between their Federal parents. The interrelationship of the two agencies was established by the Congress, which provided for a vast array of restorative services for the handicapped by the vocational rehabilitation agencies, and joint placement activities through the public employment offices.

Rehabilitation of the handicapped individual results from the efforts of a large number of specialists—working together and pooling their unique skills to enable handicapped men and women to participate fully in the employed community. Cooperation between the Employment Services and the vocational rehabilitation agencies is increasing not only as a result of new legislation, but also as closer personal relationships prove more effective in fulfilling unmet needs.

Cooperation grows with the interaction of people. For many years, desk space and office services have been provided for periodic visits of rehabilitation counselors to public employment offices to confer on joint problems. More recently, rehabilitation counselors are being detailed to local offices where they work side-by-side with employment counselors and selective placement specialists.

Typical of this cooperation are joint training sessions, initiated by either the Employment Service or vocational rehabilitation agencies, during which special problems connected with specific handicaps may be studied, such as blindness, deafness, mental retardation, and mental illness, as well as the day-to-day operations of the two agencies.

To serve the mentally restored, several States have three-way arrangements, whereby the State Employment Service, vocational rehabilitation agency, and mental hospital cooperate to provide preemployment counseling and job placement service to mental patients ready for release.

Cooperation expands with time and change. The simple exchange of information between staff members of 10 years ago has developed into cooperative testing agreements in some States, where rehabilitation staff have been trained not only to interpret the results of Employment Service tests, but also to administer them.

The relatively new concept of community-centered facilities for the care and treatment of various handicaps, particularly the mentally ill and retarded, has made local cooperation between agencies for helping these people more critical than ever before. Joint promotional efforts directed to employers and the general public are undertaken in some States, and joint representation on local and Governors' Committees on Employment of the Handicapped is frequent.

New activities in behalf of the mentally retarded, such as drawing up and implementing State comprehensive plans for helping mentally retarded have brought representatives of the Employment Service and Divisions of Vocational Rehabilitation together at the conference table. At the community level, the rehabilitation agency prepares the retarded individual to apply for a competitive job at the public employment office.

Still newer programs, for example, the Federal Offender Rehabilitation Project, bring the two agencies together in an effort to deal with today's severe physical, mental, and social handicaps.

Cooperation answers unmet needs. As long as there are handicapped men and women who need help to enter the work force or to return to competitive employment after illness or injury, there will be unmet needs for the services of the vocational rehabilitation agencies and the public Employment Service. Some of these needs can now be met more effectively because of new legislation, but much more is required. Vocational Rehabilitation has asked for more training opportunities for its rehabilitated clients, and the Manpower Development and Training Act has been expanded to offer longer term, more varied instruction, with experi-

(*Continued on page 78*)

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Manpower Advisory Committees

LAURA H. DALE

In all 50 States, the District of Columbia, Guam, the Virgin Islands, and in some 1,100 local communities, manpower advisory committees have been formed to further the objectives of the MDTA program.

Substantial impetus to their formation came when Congress amended the MDTA in 1963 and provided that the Secretary of Labor foster the organization of manpower advisory committees on a community, State, and regional level. A national manpower committee—comprising 10 representatives of labor, management, agriculture, education, training, and the public—had already been provided for in the original act of 1962.

Eight regional committees, "associate bodies" of the national committee, were appointed by the Secretary of Labor in 1964 and 1965 to coordinate manpower activities in their regions (Pacific Coast, Southwestern, Mountain States, Great Plains States, New England, Middle Atlantic, Southeastern, and North Central). They assist the national committee in development of broad policies, advise on policy matters, and encourage State and local manpower committees to fulfill effectively their responsibilities as representatives of the public in the MDTA program. However, they are not involved in MDTA program operations.

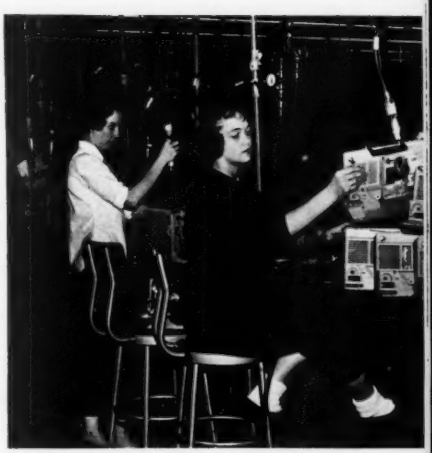
Membership Requirements

Representation from management, labor, the public, and minority groups is required on all manpower advisory committees.

State committees generally are appointed by the governor, local committees by the manager of the local Employment Service office in the area. Nominations for membership may be made by State and local Employment Service and vocational education staff, by committee members, or by labor and management groups. The size of the committees is not prescribed; most have about 10 members. There is no legal limitation on the length of time a member may serve, but as a practical matter most committees limit service to 1 year. Rotation of terms provides wider community involvement, and also permits infusion of new ideas and approaches.

Employment Service and vocational education agency personnel attend all committee meetings, and provide technical information on matters under consideration, but are not members. A field representative of the Bureau of Apprenticeship and Training also attends committee meetings to assist in review of on-the-job training or preapprenticeship occupational training proposals.

Employers or union leaders with special industry or occupational interests are frequently invited to committee meetings to give members the benefit of their expertise on the feasibility of training proposals, as well as to involve them in manpower activities and promote public understanding of the MDTA.



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Committees Help Promote MDTA

Publicity efforts of the committee to gain community support take many forms. Publication and distribution of pamphlets explaining the MDTA were a highly successful method used in New Hampshire, New Jersey, and North Dakota. The New Mexico committee, concerned with the lack of information on MDTA, formed a special subcommittee to develop materials and guidelines for public distribution. The South Carolina State and all local committees participated in the development of Project STEP (Special Training for Economic Progress). This statewide project was launched by a concerted publicity campaign via press, radio, and TV.

The Middlesex County Committee provided space for an MDTA exhibit at the Industrial Fair in Woodbridge, N.J. This committee also arranged for a display of classroom photographs of trainees, newspaper articles, and circulars at the annual meeting of welfare agencies, designed to interest employers and county agencies in the benefits of MDTA training for disadvantaged workers. In a North Carolina city, information on MDTA training and exhibits of products made by trainees were displayed in the windows of local merchants as part of the manpower advisory committee promotional efforts.

In Newburgh, N.Y., a speakers' bureau was established to provide a roster of knowledgeable persons to address community organizations on manpower programs and activities. The successful MDTA public information program in Kalispell, Mont., which included radio spot announcements to encourage the hiring of MDTA graduates by local employers, was due to the efforts of a committee member, a partner in a radio broadcasting station.

Participation in Courses

The substantial contributions of committees to on-going training programs are evidenced by a wide range of activities. Many committees regularly visit training classes to encourage the trainees and to assure that instruction, curriculum, and facilities are suitable for the training occupation. Committees frequently plan meetings at training sites to orient new members, as well as to keep abreast of training developments. Participation in graduation exercises is another method used to encourage trainees and stimulate community support.

Tools and equipment for use in training courses are frequently donated by committee members. For example, a transportation executive who is a member of the Corbin, Ky., committee provided diesel engines for class use. In New Jersey, committee members prevailed upon local dealers to furnish automobiles for practice repair by trainees; in Georgia, special metal was furnished by a committee member for use of a sheet metal class. Direct aid to trainees includes donations of eyeglasses and dental care in North Carolina, and handtools in Kentucky. The tools were furnished to trainees after committee efforts to have them included as a "training cost" were unsuccessful.

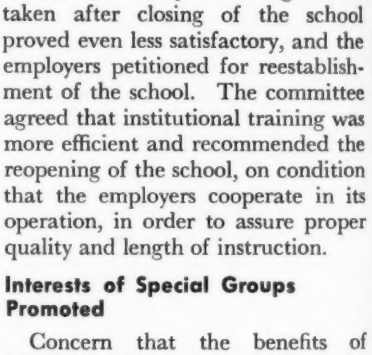
Concern for Occupational Standards

Standards for training occupations are frequently the subject of committee deliberation and action. Some committees make independent investigations of proposed OJT contractors to ascertain their ability to undertake the training of workers and to assure that jobs will be available on completion of training. The value of the different viewpoints of labor and management committee members is brought into sharp focus. Union representatives frequently alert the committees to advantages of preapprenticeship training, or to training which might have a deleterious effect on established occupations.

In New Hampshire, a major portion of committee time was devoted to plans for solving the need for trained workers in the shoe industry. A vocational school established for this industry had been discontinued because of employer dissatisfaction with the quality of the training. However, on-the-job training undertaken after closing of the school proved even less satisfactory, and the employers petitioned for reestablishment of the school. The committee agreed that institutional training was more efficient and recommended the reopening of the school, on condition that the employers cooperate in its operation, in order to assure proper quality and length of instruction.

Interests of Special Groups Promoted

Concern that the benefits of MDTA might not be available to the



more disadvantaged segments of the population is also reflected in committee activities. Arizona, Montana, and New Mexico—States with substantial Indian populations—directed their efforts to establishment of projects on reservations. The California Nine-County Bay Committee evidenced particular concern for training and job placement of adults living in three depressed areas of San Francisco—Hunter's Point, Western Addition and Fillmore district, and the Mission district (primarily a Spanish-speaking area). Other examples of committee efforts to assure job training for special groups include those in Roswell, N. Mex., for women on welfare; in Colorado, for patients released from the Fort Logan Mental Health Hospital; and in Washington State, to meet the training needs of unemployed and underemployed minority group members, originally brought into the State for construction of an atomic energy plant.

The New Orleans committee stressed training needs of disadvantaged youth and unemployed older workers, urging that in future projects these be given primary attention. In Rochester, N.Y., training of disadvantaged youth was the concern of the committee which assisted in planning training programs for those who needed motivation and guidance.

State Legislative Action

Committee interests and activities run the gamut from assistance in recruiting trainees, to recommending legislation. In Alaska, the State committee, realizing that the high cost of living and transportation was adversely affecting recruitment of trainees, attempted to work out cooperative arrangements with other Federal and State agencies. Failing this, an appeal was sent to the State congressional delegation. Result: A 1965 MDTA amendment permitting greater transportation and subsistence allowances for MDTA trainees living in noncontiguous States.

In Hawaii, the committee sponsored a bill providing for a commission on manpower and full employment which was enacted into law. The Michigan committee, in order to get support for additional MDTA funds in fiscal year 1967, met with the State congressional delegation to advise them of manpower problems and to urge them to consider appropriations and State allocations based on specific training needs. The Wisconsin committee assured gubernatorial support of the MDTA by a letter to the Governor-elect explaining the program and its implications for continued economic progress. A bill permitting public funds to be used for MDTA courses in private schools was initiated by the Nebraska State committee and introduced by a committeeman who is a member of the State Legislature. The North Dakota committee drafted and recommended manpower training legislation at the request of the Governor. The Rhode Island committee prepared a brief for the Governor supporting the MDTA which was used to back increased appropriations. The Washington State committee directed appeals to Congress and to the National Manpower Advisory Committee for support of full Federal financing of the MDTA.

Other State Activities

Most State committees concern themselves with broad aspects of manpower development and training. To insure that available MDTA funds were fully utilized, the Arizona committee sponsored a statewide meeting to explore organized labor and governmental areas of the MDTA program. In Colorado, the establishment of a training center at Fort Logan was due to committee efforts. In Idaho, an evaluation of overall State training prepared at committee request was used to promote additional MDTA training activity in the State. Wider participation in MDTA training was the goal of the Nebraska committee, which was instrumental in stimulating and insuring the success of training needs surveys on a statewide basis.

Economic Development Efforts

New and expanding industries mean new job opportunities. To achieve this end, many committees throughout the country directly participate in economic development efforts. Typical of these was the establishment of three new manufacturing plants in Forrest City, Ark., mainly as a result of cooperative efforts of the local manpower advisory committee and other area organizations. Total manufacturing employment in this area in May 1962 was 2,374; by November 1965, it was 4,543—and one plant had not yet completed staffing.

Frequently committee members wear two or three hats—serving on economic development and other community organizations. Some committees, like that of Kalispell, Mont., had broad responsibility, acting in an advisory capacity to the Overall Economic Development Planning Board, as well as the Northwest Development and Western Montana Development Corporations.

In Alaska, anticipating industry development based on new oil discoveries, the advisory committee contacted the petroleum companies to urge them to utilize MDTA trainees, rather than import workers from Texas and Oklahoma. In Madisonville, a concerted drive to make that city the center of health services for western Kentucky was stimulated by the local committee.

Job Finding for Trainees

One of the most important manpower advisory committee activities is helping the Employment Service find jobs for MDTA trainees. The Fort Smith, Ark., and Milwaukee committees credit meetings arranged between trainees and employers at training facilities for the very high placement rates in their areas. Individual committee members who have visited facilities and observed the quality of instruction, and who have job openings in their plants or offices, invariably have expressed a preference for MDTA graduates over other job applicants.

In cooperation with local Employment Service offices, many committees have contacted new or expanding plants to promote the employment of trainees. In Somerset, Ky., members met with representatives of industry locating in the area and accompanied the prospective employers to the training facility to familiarize them

with types of training being given and the employment potential of the trainees. In Illinois, the Downstate Committee, having advance knowledge of the opening of an automobile plant, materially aided the State Employment Service and Vocational Education agencies in recruiting and training some 200 workers in the skills required. This work force was ready and available by the time the plant opened for business.

Utilization of Subcommittees

A successful technique for handling special phases of MDTA training is the utilization of subcommittees.

Established on an industry or occupation basis, such subgroups are usually chaired by an advisory committee member. For example, to meet drastic labor shortages in wood cutting and related occupations, a New England Regional Woods Training Advisory Committee was established. This committee has obtained the cooperation of large and small employers throughout the New England States in providing both institutional and on-the-job training to fill job needs.

Special occupational committees provide advice and assistance to manpower advisory committees for metalworking in Maine; furniture making in North Carolina; chefs and cooks in Georgia; and practical nurse and hospital occupations in many localities. In Asheville, N.C., a subcommittee advised operating agencies on the availability of equipment, training facilities, and potential trainees.

Subcommittees also handle certain other phases of manpower planning. In New Mexico, for example, such groups were appointed for policy, research, trend evaluations, and public relations. Maine established special committees to review economic and employment trends as a means of identifying economic activity which appeared likely to create employment opportunities.

Meetings

Effectiveness of manpower advisory committees in furthering the objectives of the MDTA varies widely. Most State and local committees make substantial contributions to the manpower program; others, however, are committees in name only, meeting rarely. It is a continuing function of the Bureau of Employment Security to encourage the formation of committees and their effective utilization by State agencies in promoting manpower programs.

Experience indicates that the more frequently a committee meets the more effective is its contribution to State or community manpower programs. Local committees may meet monthly or oftener, if the volume of training proposals or other manpower matters so warrant. Effective State committees convene at least twice a year. State chairmen also attend regional committee meetings and report back to their own committees. A State committee generally makes an annual report to the Governor on manpower activities and related matters which often serve as a basis for legislative recommendations.

Closer contact and cooperation between State and local committees are needed in most States. Some instances of effective cooperative activities demonstrate that many tangible benefits can be achieved through unified action. Examples of State committee assistance to local advisory committees included recommendations of occupational fields for statewide training in Alaska; promotion of local projects by Kansas members; interpretation of MDTA policies in Louisiana; development of materials for guidance of local committees in Wisconsin; and establishment of technical committees in selected occupations (nurse aide, waitress, farm equipment operator) to assist local areas in project planning, in Washington.

State committees, except those which serve as both State and local, generally do not review local training proposals. Oklahoma, a notable exception, has inaugurated formal procedures to document each local

member's opinion of training proposals. This documentation is then forwarded with the training proposal to the State committee for review, where the opinion of each State committee member is also recorded. All comments then become part of the record to be considered by the Federal regional review team. The California State committee also reviews local committee findings, when there is objection to training programs by one or more local committee members.

Future Plans and Outlook

Federal and State Employment Service agencies are placing increased emphasis on establishment and re-

(*Continued on page 73*)

Despite Tight Job Market . . .

Machine Tool and Tool and Die Industries Expand

The boom in metalworking industries is at the core of the continuing 5-year expansion of the economy. Recruitment of workers with metalworking skills has become increasingly difficult in most metalworking centers, according to a recent manpower survey of the machine tool industry conducted by the U.S. Employment Service.

Demand for such workers has been rising almost steadily since 1958 in the machine tool and tool and die industries. Despite mounting stringencies, especially of highly skilled workers, the increase in employment in these industries accelerated in 1964, as a result of Vietnam requirements, and continued at a rapid pace well into 1966.

The ES survey revealed that areas of substantial machine tool employment where manpower shortages are most acute are Hartford and New Britain (Conn.), Rockford (Ill.), Richmond (Ind.), Springfield (Mass.), Elmira (N.Y.), Cincinnati, Cleveland, Tiffin, and Minster (Ohio), Milwaukee and Fond du Lac (Wis.). Other shortage areas include Bridgeport, Waterbury, Chicago, Worcester, Rochester, Buffalo, Providence, and Madison.

The tool and die industry, utilizing skills similar to those in the machine tool industry, is concentrated in such major centers as Boston, Chicago, Cleveland, Detroit, Hartford, Milwaukee, Minneapolis-St. Paul, New Britain, and Philadelphia, which also report numerous shortages of metalworking skills.

Because of continuing local stringencies, employers have been requesting the Employment Service, through its interarea recruitment system, to find workers for them in other areas of the country. Half of all job openings placed in interarea recruitment in June 1966 were in the skilled and semiskilled categories. Among the largest numbers of openings were those for machinists, toolmakers and die sinkers, and machine shop workers.

Despite marked recruitment difficulties, both industries have been able to add thousands of workers to their payrolls. From 1963 through 1966, the machine tool industry will have expanded its workforce by an estimated 25 percent and the tool and die industry by about 15 percent. Even more outstanding, both industries increased their employment by about 8 percent in the 12 months ending May 1966.

During 1965, the Employment Service referred and placed 2,500 workers with the machine tool industry, accounting for one out of every eight new hires made by the industry. These placements made by the Employment Service were largely in the skilled and semiskilled machine operator categories—skills that were, and still are, in very short supply around the country.

Production Gains Substantial

The capacity of American industry to achieve production goals in the face of material and manpower limitations is a phenomenon which was repeatedly demonstrated in World War II and the Korean action. While there are no specific output requirements against which to gage the performances of the machine tool and tool and die industries today, both industries have sharply expanded shipments over the past several years.

In achieving production schedules, management accommodates itself to manpower stringencies by a number of utilization practices which offset the lack of qualified personnel. Workweeks are lengthened, skilled jobs are broken into simpler tasks, workers are promoted from within to create openings at the lower skill levels, more women are employed, and hiring specifications are relaxed.

Virtually all of these adaptations are occurring in the machine tool and tool and die industries. Hours of work have been increased to levels far above the national average. In May 1966, for example, the workweek in

Estimated Enrollment in Institutional Training by Selected Occupations, August 1962–May 1966

Occupation	Trainees enrolled	
	Number	Percent
Total, all occupations	389,400	100.0
Draftsman	8,200	2.1
Machinist (entry)	3,500	.9
Machine tool operator and related	3,500	.9
Machine operator, general	24,500	6.3

the machine tool industry averaged 47 hours and almost 49 hours in the tool and die industry. The average for all manufacturing was 41.5 hours. In the machine tool industry, the lengthening of the workweek between May 1965 and May 1966 was equivalent to adding almost another 3,000 new workers to the 6,700 persons actually added to payrolls during the period.

The value of shipments (in current dollars) in the machine tool industry increased 33 percent in 1963, 20 percent in 1964, and in the first half of 1966, is running some 18 percent over the same period a year ago. In the tool and die industry, gains averaged 20 percent between the last quarters of 1964 and 1965 in a representative sample of firms. Greater gains were shown by the same firms in 1966, when sales averaged a full 38 percent higher in the January–March quarter over the corresponding period of 1965. Even after adjusting for price changes, gains in output far outran the increase in man-hours.

Backlogs Are Increasing

Despite the sharp year-to-year gains in output, order backlogs have been growing. According to industry associations, the estimated backlog in June 1966 for cutting tools was 9.9 months, compared with 6.5 months a year earlier.

Among tool and die manufacturers, backlogs increased from 6–7 weeks to 15 weeks between the last quarters of 1964 and 1965 and were estimated to be between 16 to 18 weeks in the first quarter of 1966.

Rising backlogs of unfilled orders are due in part to the lack of qualified workers to staff the machine tool and tool and die work stations. However, other factors also play a role in the backlog problem. These include material shortages or failure of suppliers to deliver components at the time or in the quantities needed. In addition, machines are growing more complex, as for example, numerical control equipment, and take longer to produce. In some instances, plant capacity may be inadequate because of the failure of expansion to keep pace with growth of business volume in recent years.

Actions to Meet Skill Shortages

State Employment Service offices have been working with employers to adjust excessively rigid hiring specifications for job openings, to improve and extend recruitment, and to uncover the potentials of available applicants for shortage occupations. Actions to aid employers in job simplification, and the institution of training programs to upgrade workers to permit greater use of entry and less skilled workers were also undertaken.

On-the-Job Training Program

In early 1964, the Department of Labor signed an agreement with the National Tool, Die & Precision Machining Association to promote apprenticeship opportunities for 500 unemployed persons as tool and die makers and machinists in about 40 programs providing prejob schooling and on-the-job training assistance.

Under the agreement a potential apprentice without previous experience in the trade or sufficient educational attainment would have to attend vocational school classes for 12 weeks before he could go on the job. The Department further agreed to help defray the cost of instructors and other training aids for 40 weeks before the employers carried on the 3 remaining years of apprenticeship on their own.

The association developed the procedure of employing a roving instructor who moves from one tool and die shop to another on a fixed schedule, providing instruction in scheduled steps, leaving overall supervision to the in-plant staff. MDTA funds pay the wages of the instructor.

The program proved so successful that the Department of Labor increased the number of trainees by 600 in 1965 and approved a new contract with the association for another 1,800 trainees, bringing the total number scheduled to nearly 3,000.

MDTA Provides Trained Workers

From the inception of the MDTA program in 1962 to May 1966, nearly

Employment in the Machine Tool and Tool and Die Industries, 1958–66

Year	Machine tools [1]		Tool and die	
	Number (in thousands)	Index (1958=100)	Number (in thousands)	Index (1958=100)
1958	64.7	100	77.8	100
1959	64.8	100	85.1	109
1960	69.5	107	88.8	114
1961	63.3	98	86.0	111
1962	63.7	98	91.3	117
1963	63.6	98	93.2	120
1964	67.5	104	96.7	124
1965	74.4	115	101.2	130
1966 [2]	81.7	126	107.0	138

[1] Data are for metal cutting machine tools only, which constitute about three-fourths of the machine tool industry.

[2] Estimated. Data shown based on increase of first 5 months of 1966 over comparable period a year ago.

Source: U.S. Bureau of Labor Statistics; 1966 estimates by U.S. Employment Service.

SKILLS MOST CONSISTENTLY IN SHORT SUPPLY

Machine Tools	*Tool and Die*
Assembler	Assembler
Boring machine operator	Boring machine operator
Drilling machine operator	Drilling machine operator
Grinding machine operator	Grinding machine operator
Milling machine operator	Milling machine operator
Lathe operator	Lathe operator
Tool designer	Tool designer
Draftsman	Die-casting machine operator
Gear cutter	Die-casting machine set-up man
Machinist	Die cutter
Planer and shaper	Die designer
Programer, systems analyst	Die layout man
	Shaping machine operator

40,000 workers have been enrolled in MDTA institutional (in-school) training in several of the key occupations in shortest supply in the machine tool and tool and die industries.

Training being provided up to at least the entry level in four occupations—draftsman, machinist, machine tool operator, and machine operator—accounted for more than 10 percent of MDTA institutional enrollments for all occupations.

Courses for general machine operator, a semiskilled occupation, have had the largest enrollment for any blue-collar occupation in the MDTA institutional program.

Further indication of the great need for metalworking skills is the comparatively high job placement rate for the MDTA enrollees who completed their classroom training—almost 90 percent—compared with about 70 percent for all institutional trainees.

One of the interesting facts that has emerged from the institutional training programs is that although only 11 percent of all trainees in metalworking classes are nonwhite, 28 percent in the tool and die courses are nonwhite.

Current redirection of the MDTA training program to place major emphasis on the training needs of disadvantage workers is not only a recognition of the lack of available trainee applicants with acceptable educational and aptitudinal prerequisites, but also an attempt to bring disadvantaged workers up to the level of employability as a major remaining source of labor supply.

New Employment Service informational programs are designed to develop more comprehensive occupational job market data. These include specific assessments of demand-supply information on many metalworking occupations from the Nation's major labor areas, quarterly reporting of Employment Service unfilled openings by occupation, area, and duration, and the experimental job vacancy program.

The U.S. Departments of Labor and Commerce have scheduled meetings with a number of industries to discuss problems and to develop methods of overcoming difficulties, including manpower problems. Sessions have already been held with the machine tool industry, the tool and die industry, the prime mover internal combustion and gas turbine generator sets manufacturing industry, the iron and steel forgings industry, and the die casting industry.

VISUALLY HANDICAPPED

(*Continued from page 12*)

ployment Service. Interagency communications are maintained through daily contacts, bimonthly Area Rehabilitation Team meetings (State Department of Vocational Rehabilitation personnel also participate), and periodic evaluation meetings with supervisory personnel from the respective agencies.

To demonstrate further that qualified visually handicapped persons can perform many jobs, William Hildebrand, who has been totally blind for the past 10 years, was hired on March 1, 1966, as an Employment Service counselor trainee in the Phoenix Industrial and Service Office. He is a graduate of the University of New Mexico, where he majored in sociology, and is at present enrolled in graduate study leading to a master's degree in guidance and counseling at Arizona State University.

These two placements are indeed a small beginning, but continued efforts are being made to develop more and better training opportunities for the visually handicapped in Arizona. At the same time, employers in the State are being informed of the training program and they are helping to determine training objectives.

We have found that an effective way to reach employers is to work through the Governor's Employ the Handicapped Committee and the respective Mayor's Committees. Employer representatives make up over 75 percent of the several committees for the handicapped in Arizona.

Through the cooperation of committee members, personnel from agencies providing services for the visually handicapped have toured a variety of business establishments. These visits have given them first-hand information about local job opportunities, and employers have learned about the concerted effort to assist the visually handicapped select, prepare, and achieve their vocational goals. Many Arizona employers are hiring qualified handicapped workers, and there are good indications that they will accept qualified visually handicapped applicants for employment.

During the past year, encouraging progress has been made in assisting the visually handicapped compete in today's demanding job market. Particularly significant is that, with employer participation, job objectives for some of Arizona's visually handicapped go beyond the stereotyped "jobs for the blind." In fact, they vary from semiskilled to professional jobs. Completed or on-going training opportunities include employment service counselor, programer, medical records secretary, switchboard operator, nurse aide, and nurseryman.

ES Helps Youth Through Job Corps

The following success story of a Job Corps returnee illustrates the benefits that an underprivileged, jobless high school dropout can derive from State Employment Service assistance and Job Corps training.

David S. applied for a job at a local ES office in upstate New York 2 months after he had dropped out of high school. He was the product of a broken family and, although he had fair marks in school, his record indicated a lack of interest and application. He had enlisted in the Marine Corps immediately after leaving school but was discharged several months later when a slight heart murmur was discovered.

The ES interviewer referred David to a job. He was hired but lasted only a short time because of "inefficiency and absenteeism." He then was referred to another job and did not even bother to apply. Possible training under the Manpower Development and Training Act was discussed, but nothing materialized because of the boy's lack of interest. By this time he was living apart from his ill mother, with food and rent bills paid by an aunt who said she preferred not having him in her home.

The ES interviewer kept in touch with David and urged him to return to the office for help. Finally, the boy's interest in the Job Corps was aroused and he applied. Until he left for camp, he came to the ES office often and talked with the same interviewer about his problems, ambitions, desires, and job interests.

David stayed at Camp Kilmer in New Jersey for nearly a year, receiving instruction in office machine operation, as well as basic education. He received a high school equivalency diploma and then was sent to another center where he received training in basic data processing, including the operation of sorters, collators, verifiers, keypunch machines, and related equipment.

While there, he was offered a full 4-year scholarship by an industrial concern to the Southeastern Massachusetts Technical Institute where he expects to major in mathematics or liberal arts. He spent the summer in a university "enrichment program" in preparation for college entrance in September.

Each time David comes home, he visits the local ES office to report on his progress. He also has spoken to potential Job Corps enrollees. As the ES interviewer says, "David has shown a marked improvement in his attitude and manner. His listlessness and feeling of hopelessness have been replaced by self-confidence, self-pride, and a desire to succeed."

Watts Summer Recreation Program

In late July, a 10-week summer recreation and education program for 2,100 young people between the ages of 7 through 21 was launched in the Watts area of Los Angeles.

The Watts Labor Community Action Committee received $320,531 in Neighborhood Youth Corps and Manpower Development and Training funds to carry on supervised activities in 10 small playgrounds in the area. The project, known as the Community Conservation Corps, also utilized $55,000 of local funds from the Community Action Committee and interested labor unions.

Included in the program were 100 Neighborhood Youth Corpsmen who served as counselors and aides; 300 youngsters aged 14 and 15; and 1,700 from 7 to 13 years of age. A minimum of 2 hours a week was devoted to remedial reading, writing, and arithmetic, with the remaining time given over to social education and recreation.

Some 400 of the youth from 14 through 21, including the Corpsmen, were provided with actual work experience at $1.27 an hour. To the widest extent possible, the paid and volunteer positions were filled by residents of the Watts community.

YOC's

The Youth Opportunity Centers, special employment offices designed to provide highly personalized services to youth between the ages of 16 and 22, are now operating in high gear and continuing to attract more and more young persons seeking help with their job problems. By July 15, 1966, there were 149 YOC's operating in 113 areas; 121 of these were housed in separate quarters.

By June 1966, the YOC's had registered a total of 1,078,100 youth since their inception early in 1965. Approximately 312,900 of these were given initial counseling interviews and 235,200 placements were made. In June alone, 226,500 new applications were filed and more than 27,500 youth were given their first counseling interviews. Aptitude and proficiency tests were administered to 32,000 youth and 37,000 placements were made.

A distinctive feature of the YOC program is outreach, which involves seeking out youth who under ordinary circumstances do not avail themselves of Employment Service assistance. To reinforce and extend the outreach program, 200 community workers were trained in 5 States last summer to perform these services. During fiscal year 1966, 7.8 percent of the total new applications in the YOC's were the result of outreach activities.

Youth Opportunity Campaign

The President's Youth Opportunity Campaign, conducted for the second consecutive year, has proved to be highly successful. The campaign was launched by the President in April and was aimed principally at finding summer jobs for youth.

As of July 27, 1966, some 845,448

youth had applied to the Employment Service for summer jobs and 182,544 summer placements were made. Other youth were looking for regular work, so that in total youth services there were 1,537,044 applications and 477,720 nonfarm placements.

WORKER ATTITUDES

(*Continued from page 52*)

economic behavior. Rosen has shown their relationship to upward social mobility and, for our purposes, a shift from being unemployed to being reemployed may be considered a form of mobility.

We found that high achievement values were related to (1) how soon the unemployed worker started to look for a new job, even among those with a high school diploma; (2) the tendency to apply for jobs at companies without first knowing that the companies were actually looking for new employees; (3) shorter duration of unemployment; (4) the use of direct application to companies, as opposed to intermediary institutions such as the public Employment Service; and finally, (5) job-finding success.

Detailed analysis shows that high-*motivation* workers who are also high in achievement values stand out from all other workers in their job-seeking behavior and job-finding success.

C. Job-Interview Anxiety

The anxiety scale used to measure this psychological phenomenon revealed that the higher the anxiety—

(1) The longer the unemployed worker waited before starting his job hunt;

(2) The fewer companies the worker checked with in the first month of his unemployment;

(3) The more likely was the tendency among older workers (39 and over) to apply only at companies which were known to be seeking new employees;

(4) The lower the probability, among older workers only of job-finding success; and

(5) The greater the probability that a worker, if he was successful, regardless of age, had found his job through the public Employment Service than by applying directly at the hiring office of a company. Indeed, when asked to choose the "best" way to find a new job, workers choosing the public Employment Service were higher in anxiety, on the average, than all other workers. *This type of finding, along with some other evidence not reported here, underscores the importance of such a public agency as an "intermediary" or "buffer" between certain kinds of job-seekers (psychologically speaking) and the ultimate employer.*

★ ★ ★

This summary of our research on the job-seeking behavior of unemployed workers and its relationship to three selected social-psychological variables suggests rather convincingly that current theory and practice concerning problems of the job market and of unemployment need to be advanced beyond their current status. This is especially true as more and more programs are being directed to "human resources development" and to the individual, personal factors involved in training and employment problems—and occupational mobility—of workers. Social scientists and administrators (including counselors) concerned with these programs may be able to enhance the efficacy of their research or efforts by incorporating these and other social-psychological dimensions in their considerations.

ADOPTION PROGRAM . . .

(*Continued from page 40*)

Both Richard and his employer now participate in the planning of NEPH Week activities, cooperating with the staff of the local office in Lynn, Mass.

Through the efforts of Employment Service local office staff, employers, State and city agencies, and community organizations have "adopted" policies favorable to employment of the handicapped. The Mayor of Boston issued a directive to all department heads and agencies to assure the employment of qualified handicapped persons by the city.

The Massachusetts Division of Employment Security has participated in the "adoption" technique by employing the severely disabled whenever possible.

Convincing the management of a Springfield tool company to make modifications, such as converting assembly of motors to sedentary bench work, made possible employment of many "adopted" local office handicapped applicants. This firm not only cooperates fully in the "adoption" program but also provides employment to neuropsychiatric patients at Leeds Veterans Administration Hospital by subcontracting special assembly work to be done at the hospital.

Service Organizations Participate

Service organizations have also filled an important role in this program. For example:

The Automotive Lodge of B'nai B'rith, an industrial lodge comprising employers in the automotive industry, adopted a year-round program on employment of the handicapped in cooperation with the State Employment Service. Each year at a breakfast or dinner meeting attended by 350 to 500 employers, an award is given to an employer who has made a significant contribution to the employment of the handicapped. Many handicapped applicants were placed within the automotive industry as a result of this activity.

The "adoption" program, now being used throughout the year, has opened doors to employment for the blind, deaf, cardiac, mentally retarded, mentally restored, epileptic, double-amputee, and other severely handicapped persons.

Next Month . . .

Management Improvement and Staff Training

MDTA Aids Low-Income Farmers

LYLE ALLEN

The trend toward fewer but larger farms, coupled with the increasing complexity of farming, has resulted in the need for farmers to have much greater technical and managerial ability if they are to be successful. Today many small, low-income farm operators have been bypassed by advancing farm technology.

What can be, or has been done to help the low-income, self-employed farm owner or renter? What programs are available to help him improve his managerial and financial standing? Some answers to these questions can be found through training programs under the Manpower Development and Training Act. The first programs designed to assist this group were approved in 1962. Since that time, 164 projects in 16 States and Puerto Rico have been approved for training 5,597 low-income farmers.

Selection of Trainees

Before an applicant is approved for an MDTA project, it must be determined that the potential trainee's land is such that, with proper cultivation and management, it can produce substantially more income for the operator.

Only those farmers whose principal employment during the year was in agriculture are referred to the training programs. This selectivity applies not only to farmers who own their land, but also to tenant farmers and those who rent or lease property.

Trainees selected must have the physical ability to perform the required farming operations, and meet other criteria including: The intention to continue farming as an occupation; receptivity to new farming ideas and methods; self-motivation; and the ability to benefit from the training offered. Priority in selection is given to those whose annual net family income is under $1,200.

Planning and Training

During the program planning stage, competent professional people make a thorough analysis of the trainee's land resources and production potential. These professionals are generally from the local area, and may include: Vocational education specialists, the chairman of the local Technical Action Panel, the county extension agent, and representatives from the Soil Conservation Service or the Agricultural Stabilization and Conservation Service.

Following this evaluation, an individual training program is established for the trainee concerned, offering both academic and on-farm courses. Courses average 26 weeks in length, but range from 16 weeks for specialized row crop programs, to 52 weeks for general farming. An appraisal of completed projects reveals that the most successful courses included: Instruction in farm record-keeping; soil fertility and conservation; crop production; livestock feeding and health; farm machinery operation and repair; buildings and fences; chemical technology; weed control; and basic education.

Probably the most important phase of MDTA farmer training is the followup, to assure that the skills and knowledge acquired in the courses are put into practice. The program does not end with the completion of formalized instruction, but may continue for up to 5 years or until the new skills are firmly fixed into the agricultural operations of each farmer.

Those professionals who assisted in the selection and planning of the trainees' program usually provide the necessary followup. In all successful farmer training projects, this has proved to be most valuable.

Some Successful Programs

There are many ways to measure the success of the farmer training

(*Continued on page 73*)

Lyle Allen is an Employment Service Adviser with the Office of Farm Labor Service.

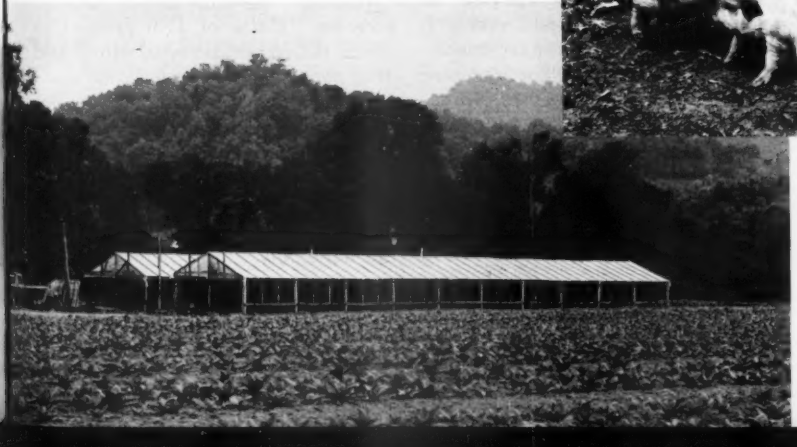
Plastic greenhouse tomatoes grown by Windell Radford, a member of the farm management class in Clinton County, Ky.

Roadside market established by members of the first farm management class in Cumberland County, Ky.

A strawberry patch of Jessie Stearns (center) of the Clinton County, Ky class.

Feeder pigs on the farm of Estil Asberry, Clinton County farm management clas This project alone increased his income last year by more than $2,000.

Seed tobacco and tomatoes in plastic greenhouses on the farm of a member of the Cumberland County farm management class. These two projects will provide about $5,000 increased income this year.



June 1966

Nonfarm placements by public Employment Service offices increased 9.5 percent from May to 621,600 in June, the highest level for the month since World War II, and 1.9 percent above last June. Normally, a slight decline occurs between May and June. Youth placements, at 231,100 in June, rose 5.3 percent over the year, with many States citing the "Youth Opportunity Campaign" as largely responsible. For the first 6 months of 1966, placements totaled 3,181,800, up 3.7 percent from the 1965 period.

Placements in all occupational and industry groups advanced over the month. Over the year, all occupational groups except service and skilled scored placement increases, with the largest—6.7 percent—among unskilled occupations and 3.2 percent in the semiskilled category. Among industry divisions, the durable goods sector of manufacturing registered a 21.7 percent gain from a year earlier, with 82,100 placements, paced by the continuing advance in fabricated metals, machinery, and transportation equipment. In nondurable goods manufacturing, public utilities, and construction, placements advanced moderately over the year, but declined in government and services.

In the 56 largest Standard Metropolitan Statistical Areas, nonfarm placements totaled 299,000 in June, up 8.4 percent from May and 2.1 percent from a year ago. Half of the occupational groups recorded over-the-year increases. The unskilled group gained 13.6 percent, compared with the national gain of 6.7 percent, and clerical-sales placements advanced 5.0 percent, compared with 2.7 percent nationally. The professional category also registered a 2.5 percent increase from a year ago, but placements declined in service, skilled, and semiskilled occupations.

Among major industry divisions, the durable manufactures group scored the largest percentage gain from a year ago—20.3 percent—followed by transportation and public utilities. Small gains were also recorded for the nondurable goods sector of manufacturing and in construction. Services and government, however, showed over-the-year declines in placements.

Fiscal 1966

The 2,100 local offices of the public Employment Service made 6,586,800 placements in nonfarm jobs in the year ending June 30, 4.1 percent more than during the preceding fiscal year. Some 45 States shared in the gain from a year ago, including such large States as California, Illinois, Michigan, Ohio, Pennsylvania, and Texas. Largely as the result of the increasing emphasis on serving youth, including the current "Youth Opportunity Campaign," placements of young persons rose 10.5 percent over the year to over 1.8 million.

Although only 27.5 percent of all nonfarm placements in fiscal 1965 and 27.9 percent in fiscal 1966 were made among youth, two-thirds of the entire increase between the 2 years was accounted for by youth placements.

The largest placement increase among occupational groups from fiscal 1965 to 1966 was 11.6 percent in the unskilled category, followed by the 9.5 percent gain in the semiskilled group. Placements of workers in professional occupations were 9.1 percent above a year ago; a small gain of 1.6 percent was also recorded for the clerical-sales category. Declines, however, occurred in placements in skilled occupations (4.2 percent) and in service (3.4 percent), reflecting in part the lack of applicants with the required qualifications and the dearth of household workers reported in many areas during the past year.

Among industry divisions, placements in jobs in durable goods manufacturing were in the forefront, gaining 22.8 percent over fiscal 1965. The increase was concentrated in automobiles and related hard goods, although declines from a year ago occurred in placements in automobile manufacturing during the last few months of the year. Increases were also recorded in the remaining industry divisions except for household services which, like the service occupational group, showed a decline.

Placements Also Rise in the 56 Major SMSA's

In the 56 largest Standard Metropolitan Statistical Areas (SMSA's), nonfarm placements in fiscal 1966, at 3,253,600, were up 4.1 percent from a year ago, the same as the national increase. Gains of 17.9 percent in the unskilled occupational group and 10.0 percent in the professional category exceeded those nationally, but these areas showed smaller-than-national gains of 3.1 and 0.2 percent in the semiskilled and clerical-sales groups. Placements in the service and skilled groups declined, as they did nationally.

Nonfarm Placements in the United States [1] and in 56 Largest Metropolitan Areas by Occupation and Industry, June 1966

Occupation and industry	Placements				Percent distribution	
	United States		56 areas			
	Total	Percent change from year ago	Total	Percent change from year ago	Total United States	56 areas
Total [2]	621,600	+1.9	299,000	+2.1	100.0	100.0
Occupation:						
Professional and managerial	25,100	+1.3	17,600	+2.5	4.0	5.9
Clerical and sales	88,200	+2.7	46,700	+5.0	14.2	15.6
Service	190,000	−2.1	99,000	−4.2	30.6	33.1
Skilled	27,700	−6.7	12,500	−11.8	4.5	4.2
Semiskilled	91,500	+3.2	36,200	−2.0	14.7	12.1
Unskilled and others	199,100	+6.7	87,100	+13.6	32.0	29.1
Industry:						
Construction	41,600	+1.2	14,100	+0.9	6.7	4.7
Manufacturing	154,300	+15.4	68,100	+13.8	24.8	22.8
Durable goods	82,100	+21.7	39,600	+20.3	13.2	13.2
Nondurable goods	72,100	+8.9	28,500	+5.8	11.6	9.5
Transportation and other public utilities	26,500	+17.7	11,100	+17.7	4.3	3.7
Trade	127,200	+2.6	61,900	+3.7	20.5	20.7
Services	215,900	−4.8	120,600	−4.3	34.7	40.3
Nonhousehold	100,900	−3.6	57,100	−3.5	16.2	19.1
Household	115,000	−5.7	63,400	−5.0	18.5	21.2
Government	41,100	−11.3	16,400	−0.9	6.6	5.5
Other	15,000	−2.2	6,900	−5.4	2.4	2.3

[1] Includes Puerto Rico, Guam, and the Virgin Islands.
[2] Items may not add to total due to rounding.

Source: U.S. Employment Service, based on data from affiliated State Employment Services.

Among industry divisions in the 56 SMSA's, the 26.0 percent gain in the durable goods sector of manufacturing was the largest and somewhat greater than the national increase. Placements in transportation and public utilities rose 21.3 percent, nearly double the national increase. In all other industry divisions, except household services, placements increased over fiscal 1965.

Placement gains were achieved in 1966 despite an ever-tightening job market. Total unemployment, especially among the better educated and more highly skilled, continued to drop throughout the year, with the 1966 annual rate at 4.1 percent, compared with 4.9 percent the year before. The number of new job applicants also declined 2.9 percent, to 10,625,700. For the most part, this decline was among the more highly qualified adult workers. At the same time, 9,139,600 job openings were received from employers in 1966, 9.7 percent more than in the preceding year. Unfilled job openings (those remaining unfilled at the end of the month) exceeded those of a year earlier during every month, and, in many instances, set alltime records. The monthly average ratio of unfilled openings to available openings was 33.4 percent during 1966, compared with an average of 27.5 percent during 1965.

Preliminary findings from a survey of public Employment Service offices on July 1 showed that about half of the 439,100 unfilled job openings had been on hand for 30 days or longer, an indication of a comparatively tight labor supply. Almost two-thirds of the jobs in the professional and skilled categories remained unfilled for 30 days or more, mainly for lack of qualified applicants.

Various corrective steps have been taken to meet the growing need for qualified applicants and to reduce the large volume of unfilled openings. For example, during fiscal year 1966, more than 206,700 workers were referred to MDTA job training and 40,200 to the Job Corps. Thousands more were enrolled in Neighborhood Youth Corps programs. Also, many were referred to educational institutions or rehabilitation agencies to increase their employability. In addition, local offices of the Employment Service are attempting to persuade employers to modify rigid job specifications so that newly trained and less-skilled workers can be given an opportunity for employment.

Fewer Adult But More Youth Applicants

New job applications filed in fiscal 1966 in Employment Service local offices dropped 2.9 percent from fiscal 1965 to 10,625,700, representing about four-fifths of all workers in the labor force who suffered some unemployment during the year. However, the 4,290,100 applications filed by youth under age 22 were 4.6 percent more than in fiscal 1965. Two of every five applicants in fiscal 1966 were youths. Much of the increase in youth applications occurred in the summer months during the "Youth Opportunity Campaign." Also contributing to the gain in youth applicants were the special services provided through augmented youth staff and in the newly created Youth Opportunity Centers and under the Selective Service Rehabilitant and Neighborhood Youth Corps programs.

Youths under age 22 in the civilian labor force in fiscal 1966 totaled 9,426,000, a 6.6 percent increase from a year ago, compared with a 1.1 percent rise in the number of adults in the labor force to 66.7 million. Although only 12.4 percent of the total civilian labor force in 1966 are youths, they account for 34.8 percent of the total unemployed. During the pre-

vious year, they accounted for a smaller proportion of the total labor force—11.8 percent—and of total unemployment—32.3 percent. Fortunately, however, youth unemployment, at 1,078,000 in 1966, dropped 8.9 percent from a year ago.

In contrast to the rise in youth applications, the number of applicants in the age-22-to-44 group declined 7.7 percent, and in the age-45-and-over category they declined 6.6 percent. Unemployment among persons in these latter two age categories dropped much more, by 16.3 percent in the 22-to-44 group and 22.4 percent in the 45-and-over group.

In the 56 major SMSA's, new job applications totaled 5,157,100, down 6.3 percent from the fiscal year.

Large Gains in Counseling and Testing

Some 2,285,300 counseling interviews, an 8.1 percent increase from the previous year, were given in fiscal 1966. Included in this total were 1,279,900 individuals who were counseled for the first time, 2.6 percent more than in 1965 and the most for any fiscal year since records became available in 1946. The ratio of counseling interviews to individuals counseled increased from 1.7 in fiscal 1965 to 1.8 in fiscal 1966.

Youths under age 22 accounted for 782,600 of the individuals who were initially counseled, a 4.6 percent gain from 1965. The cooperative ES-high school program, coupled with the relative lack of work experience among youth, account for the large proportion of youth applicants who were counseled—nearly 1 out of every 5—compared with 1 out of every 13 adult applicants. One out of every 7, or some 184,300, individuals counseled in local offices was an MDTA trainee. Aptitude or proficiency tests administered in 1966 totaled 2,594,200, an increase of 4.5 percent from 1965. Testing in connection with the MDTA job training program, at 264,200, accounted for 1 out of every 10 tests.

In the 56 largest SMSA's, some 1,212,100 counseling interviews were given, including 655,200 individuals counseled for the first time. Total counseling interviews were up 10.3 percent and initial counseling interviews were up 3.4 percent from 1965. About 1,123,500 individuals were given aptitude or proficiency tests in the 56 areas, a rise of 3.5 percent percent from 1965.

Nonfarm Placements in the United States [1] and in 56 Largest Metropolitan Areas by Occupation and Industry, Fiscal Year 1966

Occupation and industry	Placements				Percent distribution	
	United States		56 areas			
	Total	Percent change from year ago	Total	Percent change from year ago	Total United States	56 areas
Total [2]	6,586,800	+4.1	3,253,600	+4.1	100.0	100.0
Occupation:						
Professional and managerial	278,300	+9.1	209,000	+10.0	4.2	6.4
Clerical and sales	975,100	+1.6	519,700	+0.2	14.8	16.0
Service	1,962,100	−3.4	1,068,700	−3.0	29.8	32.8
Skilled	308,000	−4.2	146,200	−4.8	4.7	4.5
Semiskilled	969,200	+9.5	404,000	+3.1	14.7	12.4
Unskilled and others	2,094,200	+11.6	906,000	+17.9	31.8	27.8
Industry:						
Construction	439,100	+0.9	142,100	+2.7	6.7	4.4
Manufacturing	1,648,400	+15.8	736,100	+13.5	25.0	22.6
Durable goods	854,700	+22.8	414,900	+26.0	13.0	12.7
Nondurable goods	793,700	+9.1	321,200	+0.6	12.0	9.9
Transportation and other public utilities	256,600	+12.6	110,500	+21.3	3.9	3.4
Trade	1,484,400	+2.6	735,800	+2.9	22.5	22.6
Services	2,317,000	−2.6	1,332,100	−1.5	35.2	40.9
Nonhousehold	1,089,900	+2.0	645,900	+3.6	16.5	19.9
Household	1,227,100	−6.3	686,200	−5.9	18.6	21.0
Government	282,900	+10.8	120,000	+9.9	4.3	3.7
Other	158,600	−2.8	77,100	+11.0	2.4	2.4

[1] Includes Puerto Rico, Guam, and the Virgin Islands.
[2] Items may not add to total due to rounding.

Source: U.S. Employment Service, based on data from affiliated State Employment Services.

Farm Placements Continue Down

Farm placements in the Nation in fiscal 1966 totaled 4,337,700 a 28.3 percent drop from 1965, and the sixth successive year of decline. This downtrend parallels the decline in farm employment and reflects the increased pace of mechanization, improvements in farming methods, and the increased use of chemicals in crop cultivation.

Included in the total for 1966 were 1,122,700 placements of youth in farm jobs. The accomplishments of the President's "Youth Opportunity Campaign" during the summer months of the fiscal year are reflected to some extent in the youth data.

Job Corps Referrals

From the initiation of the Job Corps program at the beginning of 1965 through June 30, 1966, the Office of Economic Opportunity had requested referral by the Employment Service of a cumulative total of 91,500 candidates to the Job Corps, including 53,900 in fiscal 1966. Altogether, as of June 30, the State agencies had referred some 77,800 candidates to the Job Corps, including 40,400 referred to meet fiscal 1966 requests.

Services to Handicapped

In fiscal year 1966, some 463,500 handicapped persons filed applications for work with local offices of the Employment Service, 2.7 percent more than in the preceding year. Three out of every four of these applicants were men, and about two-thirds were under age 45. Of the 346,600 handicapped male applicants in fiscal 1966, some 121,100 were veterans. In each fiscal year, handicapped workers have constituted about 4 percent of all new applicants.

Reflecting their special needs for service, 36 percent of the handicapped applicants received job counseling, compared with 12 percent of all persons registering at local offices.

Placements of handicapped workers in fiscal 1966 totaled 301,100, up 8.2 percent from the previous year. Some 234,000 of the 1966 placements were made among men, of whom nearly half (103,800) were veterans.

Included in the above data are those services performed for youth under age 22 in the 147 Youth Opportunity Centers. In fiscal year 1966, some 22,300 job applications were filed by handicapped youth, of whom 14,000 were counseled. The Youth Opportunity Centers obtained 5,600 nonfarm jobs for these young people with handicaps.

RCHITECTURAL BARRIERS

(*Continued from page 6*)

The momentum stirred up by the emphasis on special education for severely handicapped children has now spread to the college campus. Dozens of universities are trying to modify their facilities to accommodate the demands for higher education by handicapped students.

These students are tomorrow's skilled and professional workers. Their economic potential is enormous. We look forward to that tomorrow with the hope that they will find gainful employment in buildings which are freely accessible. *Their* hope for tomorrow is for productive, useful occupations—a modest enough wish in our economy, but one which can be so easily thwarted by a thoughtless step.

ADVISORY COMMITTEES

(*Continued from page 62*)

vitalization of manpower advisory committees. The number of committees is impressive, as is the scope and success of their activities. However, much remains to be done before the full potential of community support for and assistance to manpower training is realized. Beginning with fiscal year 1967, the training emphasis of the MDTA is being redirected to focus primarily on those disadvantaged worker groups who can most benefit from occupational training, and who have had little opportunity to fit themselves for suitable employment because they could not qualify for available training courses. To meet the challenge of new and expanding programs, encompassing both the MDTA and related legislation, the efforts of public and private organizations must be coordinated. Manpower advisory committees, as the "citizens' voice" in manpower programs, increasingly will be called upon to assist the operating agencies in stimulating and expanding the efforts of all concerned groups, as well as to provide expert advice in promulgating short-range and long-range manpower plans.

FARM LABOR

(*Continued from page 68*)

projects under MDTA. Probably two of the best ways are (1) a comparison of commodity production before and after training, and (2) a comparison of net farm income.

An excellent example of income appreciation came from the first farm management program conducted in Yorkville, Tenn. All but 1 of the 19 enrollees increased their income—14 of them by more than 100 percent. It is anticipated that the income of trainees will continue to rise as they complete the several stages of their overall farm plans.

In the Lake Cumberland area of Kentucky, farmers who once earned an average of only $1,200 per year are now netting as much as $5,000 per year after completion of the MDTA farm management training.

Analysis of milk production on the farms of the 19 trainees who participated in a Salem, Ark., dairy farmer course showed an increase of nearly 40 percent during their 52-week training.

Fourteen men who attended a Somerset, Ky., peach grower program have each set several hundred trees, averaging 346 trees on 4 acres. It is estimated that, when the trees reach maturity, each will yield 6 to 8 bushels of peaches per year for 10 to 12 years.

Conclusions

There are many other benefits realized by the participants in these programs. The result which they see is a strong motivating force toward further training and improvement. During training, the participants learn of other available Government services which could aid in building their future.

Groups participating in the same or similar programs often form agricultural cooperatives or marketing associations to help trainees do a better job of producing and marketing their products.

These results clearly demonstrate that MDTA training for low-income, self-employed farmers can substantially increase the trainee's income and productivity.

Job Vacancy Study Continues

To test the feasibility of collecting information from employers on current job vacancies, the U.S. Employment Service, in cooperation with the affiliated State agencies and the Bureau of Labor Statistics, undertook a series of pilot surveys during fiscal year 1965. Two surveys were conducted in 16 metropolitan areas which account for approximately a fourth of the Nation's nonagricultural employment. Primary emphasis of these studies of job vacancies was operational in nature in an attempt to improve the functioning of the job market.

Articles which have appeared in earlier issues of the EMPLOYMENT SERVICE REVIEW [1] described the methodology of the surveys and the needs for and uses of job vacancy data. Individual area findings have also been reported. Final data bear out the preliminary reports which have already been published on the participation of employers in 15 areas, as well as the occupational groups in which the preponderance of vacancies was reported. Much of what was found out about *specific* occupations for which there were vacancies has also already appeared—in the progress report on the studies, published in the March 1966 issue of the EMPLOYMENT SERVICE REVIEW.

The final data revealed no significant differences from the preliminary information on applicants available in local offices and the relationship of the number of open jobs reported by employers to those listed in the corresponding local Employment Service offices in the survey. However, the 1965 surveys reinforced somewhat the usefulness of Employment Service operating data, particularly on openings received in local offices and unfilled openings, in appraising the current job market situation, at least until better tools can be developed.

A major purpose of the job vacancy experiment was to determine the extent of penetration of the Employment Service local offices into area job markets, i.e., the proportion of total vacancies in the area which was accounted for by ES unfilled openings at a single point in time. The comparison, by detailed occupation of vacancies and unfilled job openings, revealed that ES unfilled job openings at the time of the survey were equivalent to about a third of the aggregate total of job vacancies in the surveyed areas. Jobs in domestic service were excluded from both arrays.

On an individual area basis, however, there were wide differences in the extent of ES participation in the vacancy total. In the April survey, over 40 percent of the job vacancies were listed in the local ES offices in Birmingham, Kansas City, Los Angeles, Milwaukee, Minneapolis-St. Paul, and Portland, while less than 25 percent were listed in Charleston (W. Va.), Charleston (S.C.), and Richmond.

There was a fairly close correspondence between unfilled openings and vacancies on a major occupational group basis (one-digit DICTIONARY OF OCCUPATIONAL TITLES Code). The proportion of vacancies and openings for professional and managerial and clerical and sales was quite similar. Skilled job vacancies, however, accounted for a higher proportion of the total than openings, reflecting the fact that hiring in some skilled occupations is traditionally done through union hiring halls and other channels rather than through the Employment Service.

Another measure of similarity, and perhaps, more important, is reflected in the fact that only a relatively few detailed occupations account for the bulk of the vacancies and job openings. Thus, only 43 occupations (three digit) constitute 66 percent of total job vacancies, and these same occupations account for 58 percent of the job openings. The correspondence between vacancies and unfilled openings was not particularly close for many occupations having small numbers of vacancies or unfilled openings.

While the principle that economic policy should be designed to maximize employment opportunities commands nearly universal support, there is considerable disagreement as to the best methods for achieving this goal. Does joblessness arise from a lack of aggregate demand, that is, are there not enough jobs for all who want them? Or does unemployment stem primarily from structural imbalances, that is, an inability to match existing jobs with available workers because of skill differences, geographical or commuting problems, or such factors as wages, restrictive hiring specifications, and the like? The experimental vacancy program provides some further insight into these questions, but much more needs to be done along these lines.

As part of this effort, information on ES job applicants was tabulated for each area and related to the corresponding job vacancy data by detailed (three digit) occupation. On a national basis, Employment Service job registrants account for some 80 percent of all workers who suffer a spell of unemployment during the year.

The two experimental surveys clearly indicated that, at the time of

[1] *October 1964, April 1965, March and April 1966. Reprints of some of the articles are available.*

Manpower in August 1966

• A roundup of Employment Service activity data for first 6 months of 1966 confirms the general tightening of the job market in most areas during the period.

• Major Employment Service activity indicators slackened seasonally in July. New job openings received, placements, new applications, and unfilled openings all dropped below the June levels, which were extremely high because of emphasis on jobs for summer entrants to labor force.

• The continuing high level of hard-to-fill openings, despite a rise in placements, points up unmet needs for qualified professional, skilled, and technical workers in many areas.

• A large proportion of job applicants are inexperienced and entry workers. Almost 44 percent of all applications received in the first half of 1966 were from young persons under 22.

• Nearly all of the country's major job centers have shared in the recent increases in employment.

• Only scattered farm labor shortages have developed so far this year. Employment of domestic seasonal farmworkers in 1966 has been running slightly below 1965 levels. The employment of supplemental foreign farmworkers is down 55 percent from 1965 and 91 percent from 1964.

• Drop in farm jobs reflects cotton acreage cutbacks, continuing mechanization, poor weather, increased number of alternative job opportunities.

• Most significant in the farm labor situation this year is the substantial improvement in farm wages. Farm wage rise this year has been largest since the Korean conflict, but level—$1.26 per hour in mid-July—still remains relatively low.

• Area reports indicate intensified activity at the local level to promote and implement programs to resolve skill shortages or improve employment opportunities for unemployed workers. Such actions are being taken by employers, labor unions, local community groups, public employment office personnel—through regular ES operating programs, MDTA—and other programs such as NYC and the Youth Opportunity Campaign.

• Employers in many areas are continuing to relax nonperformance hiring specifications—age, race, sex—as well as education and experience requirements.

• ES offices in some centers are conducting door-to-door campaigns to recruit needed workers; offices in some areas are also keeping open afterhours and on Saturdays to help employers find needed help.

• More than 400,000 workers have received assistance through MDTA institutional training programs through fiscal year 1966.

• On-the-job-training enrollments (cumulatively) total close to 85,000. About three-fourths of the OJT trainees were males.

• Neighborhood Youth Corps programs covered 205,000 youngsters as of the end of June.

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the surveys, the labor supply in nearly all areas exceeded labor demand by a relatively large margin. Here again, there existed marked variations by area. At one extreme, Charleston, W. Va., reported a ratio of 10 applicants for each job vacancy. At the other extreme, Richmond was the only area in which the number of job vacancies exceeded the number of applicants.

Variations in the relationship of vacancies and job applicants by occupation was even more marked. *Comparison of vacancies and applicants by occupation indicated that there were definite skill imbalances in the economy.* Job vacancies were most often found in the higher skilled occupations, while the bulk of the applicants were at the lower end of the skill spectrum. There were fewer applicants than openings in the professional and managerial category, but about twice as many applicants as vacancies in the clerical and sales and skilled categories, and three or four times as many applicants as vacancies in the semiskilled and service groups. As expected, surpluses were most pronounced in the unskilled occupations, with over six applicants for every vacancy in the first of the two surveys and almost five applicants to one vacancy in the second survey.

Despite the overall excess of applicants, there were many shortages for specific occupations in these areas.

The job market is always in a state of flux as people enter and withdraw from the labor force, or change jobs, and as employers attempt to replace the workers who leave or recruit to fill new positions. Therefore, no matter what the state of the economy in an area is at any given time, there are always job vacancies available. Many of these vacancies may be filled in a relatively short time, depending upon the attractiveness of the job offer, the availability of labor supply, and other factors. Some vacancies may take a long time to fill, however, because of a lack of workers with requisite skills or because of low wages, poor working conditions, inaccessible plant location, unrealistic hiring specifications, etc. *Hard-to-fill vacancies, rather than the gross figure of vacancies, help to identify manpower shortages.*

The average amount of time required to fill a vacancy varies, of course, with the occupation, the

Vacancies, Job Openings, and Applicants Registered With the Employment Service, April 1965

	Number of job vacancies	Number of unfilled ES job openings	Job openings as a percent of vacancies	ES job applicants	Ratio of ES applicants to job vacancies
Baltimore	7,381	2,407	32.6	25,095	3.40
Birmingham	1,854	866	46.7	6,775	3.65
Charleston, S.C.	1,413	211	14.9	2,432	1.72
Charleston, W. Va.	655	97	14.8	5,894	9.00
Chicago	27,947	9,725	34.8	60,576	2.17
Kansas City	2,836	1,712	60.4	15,306	5.38
Los Angeles	22,506	9,348	41.5	NA	NA
Miami	4,037	998	24.7	6,506	1.61
Milwaukee	8,542	3,464	40.6	11,519	1.34
Minneapolis-St. Paul	8,061	3,305	41.0	21,697	2.69
New York	46,780	18,727	40.0	[1] 65,469	1.40
Philadelphia	15,037	4,239	28.2	61,300	4.08
Portland	2,893	1,354	46.8	12,990	4.49
Providence	5,663	NA	NA	NA	NA
Richmond	4,015	643	16.0	1,706	0.43

[1] Data on job applicants not entirely comparable with other areas.

economic situation in the area, wages offered, and many other factors. In these surveys, "hard-to-fill" was defined as a vacancy which existed for 30 days or longer. Although the resultant list of jobs vacant 30 days or longer is a useful indicator of manpower shortages, further research on variations in average period of recruitment is needed.

In both rounds of the fiscal year 1965 surveys, over half of all vacancies reported had been unfilled at least 1 month. The proportions of hard-to-fill vacancies in April 1965 ranged from about one-third in Minneapolis–St. Paul to nearly nine-tenths in Baltimore.

By occupational group, the proportion of hard-to-fill vacancies ranged from slightly over 70 percent in the professional and managerial and skilled groups (certain detailed occupations were considerably higher) to about 45 percent in the clerical and sales groups.

The surveys also demonstrated that (1) employers are able and willing to furnish wage rates in conjunction with their job vacancies, and (2) wages offered, by and large, were in line with going rates for those occupations in the area. Of the vacancies for which comparable entry wage rates were available, approximately 15 to 20 percent offered wages below the usual range of entry rates for the occupation in the area.

The experimental program continued with another survey in April 1966 of 14 labor areas (including the entire States of Connecticut, Maryland, and Wisconsin), primarily to develop job vacancy data for use in conjunction with Employment Service operations. Except for the elimination of New Orleans, Providence, and Philadelphia, and the addition of the State of Connecticut, the areas were the same as those surveyed in 1965 (see table). Since data on part-time and temporary vacancies proved inconclusive last year, such figures were gathered once again in two areas to test the feasibility of collection. Wages offered for the reported vacanices were collected in all surveyed areas in 1966.

Data now available for 11 areas and the State of Wisconsin indicate that the proportion of responding firms reporting vacancies changed little—from 1 out of every 4 last year to about 3 out of 10 in the 1966 survey. Variation among areas was still large, however. In Charleston, W. Va., for example, only about 19 percent of the respondents reported vacancies, whereas about 40 percent of the employing establishments in Chicago, Milwaukee, and Minneapolis reported vacancies.

Overall, the number of vacancies reported in the April 1966 survey was about 50 percent greater than in April 1965. Approximately three-fifths of the employers requested Employment Service assistance in filling their vacancies; in Los Angeles and Richmond, 75 to 80 percent of the employers asked the ES to help fill their jobs.

Information is not yet available from the 1966 survey on the occupational pattern of the vacancies, their proportion to job openings in Employment Service offices, or wages.

The 1966 survey was conducted in a job market which had tightened considerably from the previous year. The national unemployment rate between April 1965 and April 1966 declined from 4.8 percent to 3.7 percent. As sizable inroads are made into the Nation's available manpower pool, the operational problems of placement agencies grow more difficult. At the same time, the need for specific knowledge about labor demand and job shortages grows more insistent. Although far short of the total picture, the 1966 job vacancy survey, by covering 25 percent of total nonfarm wage and salaried workers, provided information on a substantial segment of the job market.

The job vacancy program marked another milestone. It showed for the first time, by relatively precise measurement, the important role that the Employment Service plays in the job market. At any point in time, unfilled job orders on hand in the Employment Service are estimated to constitute about 30 percent of existing job vacancies in the Nation—a job market exposure which compares favorably with some of the highly regarded Employment Service systems abroad. Because the program is so new and the techniques so experimental, the data must be regarded as approximations and not as precise measurements. The program will need to become periodic and the results studied over time before more definitive conclusions can be formed. For the time being, however, the data provide an indication as to where the probable answers will tend to cluster.

Outlook in Nation's Labor Areas Is Favorable

IRVIN W. SCHMIDT
and BARBARA FARMER

Total U.S. employment in July reached an alltime high of 76.4 million—up from 74.9 million a year ago. During the 12 months ending in July, there was a 2.2-million increase in nonagricultural employment, with one-half of this gain in the factory sector. Farm employment, however, continued its long-term downtrend. At 3.2 million in July, the Nation's jobless total declined by 400,000 from a year ago, with all of the decrease among persons seeking full-time employment. The seasonally adjusted unemployment rate, at 3.9 percent, was down sharply from 4.5 percent in July 1965. Continued expansion in the defense sector, superimposed on a high level of civilian activity, is reflected in lower unemployment rates in virtually all areas. Despite some slackening in housing construction and automobile production, employment in nearly all of the 150 major labor areas continued to show further signs of growth, and unemployment rates at midyear were significantly lower than last year.

Area Labor Situation Shows Further Improvement

Reflecting a continued improvement in the job market, there was a net increase of nine in the number of major areas with relatively low unemployment (group B) between January and August 1966 to 57. These areas represent 40 percent of the work force of the Nation's 150 major production and employment centers. Among the labor areas with low unemployment (unemployment of 1.5 to 2.9 percent of the work force) are Chicago and Detroit, the Nation's third and fifth largest labor areas. Other large metropolitan areas (1 million or more population) classified in group B are Atlanta, Baltimore, Cleveland, Dallas, Houston, Milwaukee, Minneapolis-St. Paul, Pittsburgh, Seattle, and Washington, D.C.

Although occupational shortages in the professional, technical, and skilled categories were widespread throughout most major labor centers, no area had as yet experienced general shortages sufficiently acute to warrant a designation in the group A (overall labor shortage) classification.

During the January–August period, the following major labor areas moved out of classifications indicating substantial unemployment (6 percent or more): California—San Diego, San Jose; Massachusetts—Lawrence-Haverhill; Minnesota—Duluth-Superior; Pennsylvania—Scranton, Wilkes-Barre—Hazleton; West Virginia—Charleston, Huntington-Ashland, Wheeling. Except for San Jose, which had been in classifications denoting substantial unemployment intermittently, all of these areas had had long histories of substantial unemployment.

Three of these areas—Lawrence-Haverhill, Scranton, and Wilkes-Barre—Hazleton—which were reclassified to the moderate unemployment (3.0 to 5.9 percent of the area work force) group C category during the first 8 months of 1966 had been in classifications denoting substantial unemployment continuously since the inception of the present classification system in 1951.

In August, only 10 major labor areas throughout the United States remained in the substantial unemployment category, compared with 19 at the beginning of 1966. These 10 include 3 areas in California (Fresno, San Bernardino-Riverside-Ontario, and Stockton), three in Massachusetts (Fall River, Lowell, and New Bedford), and two in Puerto Rico (Mayaguez and Ponce), and one each in New Jersey (Atlantic City) and Pennsylvania (Altoona). Significantly, no major areas in the Appalachian region, except Altoona, are still classified as substantial unemployment areas, although many smaller areas in that region continue in the labor surplus category.

Employment Developments in Major Areas

The improvement in employment conditions in the Natiton's leading job centers was due in part to significant increases in manufacturing employment. In June, U.S. factory employment topped the 19 million mark for the first time, registering a gain of more than 6 percent from the corresponding month in 1965. Nearly four-fifths of this advance occurred during the first 6 months of 1966. The durable goods sector accounted for nearly two-thirds of the 6-month gain, with the largest increase recorded in electrical equipment, followed by nonelectrical machinery, primary metals, and transportation equipment. The rise in transportation equipment, however, obscured divergent trends within this group. Employment in aircraft manufacturing was up

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sharply, while motor vehicle employment showed a relatively small increase and shipbuilding payrolls edged down slightly. Employment in nondurable goods moved up moderately, with the apparel industry showing significant nonseasonal gains; smaller advances were reported in seasonal food processing, textiles, chemicals, and printing and publishing.

On the basis of employers' hiring plans reported to public employment offices in the 150 major industrial centers, nonfarm employment changes by early fall are likely to be dominated by seasonal influences, with most of the gain centering in the nonmanufacturing sector. Expected, however, is a slight contraseasonal decline in construction employment reflecting the continuing weak activity in residential building. Hiring advances in manufacturing are expected in transportation equipment, chiefly aircraft and automobiles—the latter representing recalls to work following the completion of model changeover—fabricated metals, electrical, and nonelectrical machinery.

Sources in the aircraft industry report a significant overall employment advance by early fall. The rate of expansion in this industry, however, appears to be slowing down from the pace set earlier this year. Expected increases in industry payrolls will be due, in part, to a backlog of orders for commercial airliners and to new defense contracts stemming from the Vietnam conflict. Continuing growth in the aerospace field, missiles and rocketry, and in new and improved types of manned aircraft are scheduled to contribute to the projected industry gains. The largest employment advance is slated in the Los Angeles-Long Beach area—the Nation's leading aircraft manufacturing center. Sizable employment additions are also planned in Fort Worth, Hartford, San Diego, Seattle, and Wichita, while St. Louis and a number of smaller aircraft centers anticipate only minor changes in employment levels in the immediate future.

Based on the hiring schedules of employers surveyed, employment increases are planned for the automobile industry with the completion of the model changeover period and as production of new 1967 cars accelerates. Reduced auto production schedules prior to model changeover, necessitated by sizable inventories of unsold cars, were achieved through the elimination of overtime work, coupled with intermittent plant shutdowns rather than through extensive layoffs. Following the model changeover period, which began several weeks earlier on the average this year than last year, automobile production is expected to shift into high gear with autumn schedules calling for higher output than a year ago. For the period immediately ahead, employer reports indicate that, in addition to the recall of workers following retooling, a modest increase is in the offing in the key automobile center of Detroit, with smaller job gains in prospect in Flint, St. Louis, and Toledo.

In contrast to gains in other segments of transportation equipment, employment in shipbuilding and repairs registered an overall decline during the first half of 1966. According to employer reports, this downward trend may be halted as employment stabilizes by early autumn. Small job advances in San Francisco-Oakland may be offset by slight cutbacks in Charleston, S.C., and Philadelphia.

Key producing centers report that employment in the steel industry is likely to hold at present levels until early fall. Thus far in 1966, steel production has averaged 4 percent below the same period last year, but employment has averaged slightly higher. Inventories held by steel-using manufacturers are currently at their lowest level in more than 1½ years. Steelmakers in a number of other areas, including the key Pittsburgh center, forecast little, if any, employment change by early fall.

Area employer reports also point to a slight overall employment uptrend in the fabricated metals industry to early autumn. Hiring by plants producing automobile stampings and related hardware in such areas as Akron, Chicago, Cleveland, Detroit, Flint, and Grand Rapids probably will pace the rise. Job gains are also in prospect in plants producing tools, hardware, and other fabricated metal items in San Francisco-Oakland and Waterbury. In contrast, minor cutbacks in jobs are scheduled in metal fabricating plants in Kansas City, Milwaukee, and St. Louis.

Ordnance producers generally expect a slight employment advance, with most of the increase centered in facilities producing tanks, guided missiles, and space vehicles in San Jose, and small arms ammunition in Kansas City.

Industry sources forecast a general employment increase in electrical machinery. Additional workers will be needed in Chicago to fill a backlog of orders for color television sets and automatic telephone equipment. Smaller employment increases are expected in such electronics centers at Dallas, and Minneapolis-St. Paul. A slight advance is likely in the Los Angeles-Long Beach area, where work on a wide variety of space, military, and commercial communications systems has accelerated.

Employer reports point to a small net gain in nonelectrical machinery employment, with scattered increases scheduled in Detroit, Minneapolis-St. Paul, Paterson-Clifton-Passaic, and other areas.

REHABILITATION

(*Continued from page 56*)

mental projects for some types of severely handicapped. The Employment Service sought an outlet for applicants who need physical restoration, work preparation, or sheltered employment, and the Vocational Rehabilitation Amendments of 1965 increased these kinds of opportunities for the handicapped.

Separately, the State Employment Services and the State Divisions of Vocational Rehabilitation provide unique and necessary services for handicapped jobseekers—together, they form a single great restorative force returning the handicapped to the world of work.

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